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USAID/SENEGAL

ASSESSMENT
of the
DEVELOPMENT IMPACT
of
PARTICIPANT TRAINING

1961-1995

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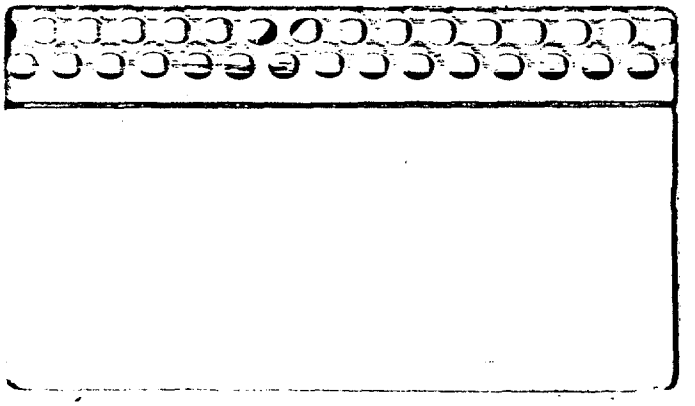

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2

AN ASSESSMENT OF THE DEVELOPMENT IMPACT OF PARTICIPANT TRAINING SPONSORED BY USAID/SENEGAL 1961 - 1995

Table of Contents

LIST OF TABLES, CHARTS AND ABBREVIATIONS

List of Tables

List of Pie Charts

Abbreviations

AFGRAD	African Graduate Fellowship Program, an expired regional project managed by the African-American Institute
AFR/TR/EHR	A.I.D. Africa Bureau, Office of Technical Resources, Education and Human Resources Division
AID/W	Agency for International Development, Washington headquarters
AMDP	African Manpower Development Project (see HRDA)
API	Assessment of Program Impact
ASPAU	African Student Program of African Universities
ATLAS	African Training for Leadership and Advanced Skills
CDSS	Country Development Strategy Statement
CPSP	Country Program Strategic Plan
CTP	Country Training Plan
CTS	Country Training Strategy
D/G	Democracy and Governance
EI	Entrepreneurs International (U.S. training mechanism managed by PIET)
FSN	Foreign Service National (USAID local employee)
GOS	Government of Senegal

4

Abbreviations (continued)

G/HCD/FSTA	Bureau of Global Affairs, Division of Human Capacity Development, Field Services and Technical Assistance Office
HCD	Human Capacity Development
HRD	Human resources development
HRDA	Human Resources Development Assistance (follow–on regional project which replaced AMDP, SMDP and SHRD in 1988)
HRDO	Human Resources Development Officer (USAID position title)
IEC	Information, Education, Communication
Mission	The USAID office (or "Mission") in the developing country in question.
NGO	Non–governmental organization
OIT	Office of International Training (AID/W)
OYB	Operational Year Budget (USAID annual development budget)
PACD	Project Assistance Completion Date
PID	Project Identification Document
PIET	Partners for International Education and Training
PIO/P	Project Implementation Order/Participant – USAID financial document obligating funds to send a participant on a training program
PIO/T	Project Implementation Order/Technical Assistance – USAID financial document obligating funds for an institution to provide services (e.g., a training provider)
PP	Project Paper
PSAB	Private Sector Advisory Board
PSC	Personal Services Contract (or Contractor)
PSTNA	Private Sector Training Needs Assessment
PTMS	Participant Training Management System
REDSO	Regional Economic Development Services Office
SHRD	Sahel Human Resources Development III (follow–on project to SMDP I and II)
SMDP	Sahel Manpower Development Project I and II (parallel project to AMDP for Sahel countries in the 1970s and 1980s)
TOT	Training of Trainers
USAID	United States Agency for International Development

INTRODUCTION

The objective of the present task order was to assess the development impact of participant training financed by USAID/Senegal from 1961 to the present. The level of effort allowed three weeks for two expatriate consultants and one local consultant in Senegal and one week for the expatriate consultants to write the final draft. This time was used to identify the target population, develop a survey instrument, conduct the survey, enter and analyze the data, and report initial findings to USAID in a formal debriefing and in an expanded outline of the final document. The in-country work commenced on May 19 and terminated on June 9, 1995.

The Team referred to in this report was made up of four people: two training and evaluation experts from AMEX International, Mr. Andrew Gilboy, Team Leader, and Dr. Donald Hart; Mr. Ousmane N'Dao, Director of USAID's Training Office; Mr. Boubacar Leye, a free-lance Senegalese human resources consultant; and Mr. Alioune Diagne, research assistant. Profiles of the Team members are included in the annexes to this report.

The U.S.-based consultants wish to acknowledge the major contributions made to this report by the senior training professional at USAID/Senegal, Mr. Ousmane N'Dao. The Mission is to be complimented for asking Mr. N'Dao to oversee all aspects of this assessment and for releasing him to the Team, to the extent practicable, for most of the period in Senegal. Mr. Leye's extensive experience designing and implementing training for major Senegalese organizations also proved an important addition to the team effort. Both Mr. Diagne, who had updated the PTMS participant lists several months prior to the Team's arrival, and Ms. Anne-Marie Touré, Training Specialist at USAID, worked tirelessly to arrange interviews and focus groups under considerable pressure.

EXECUTIVE SUMMARY

SCOPE OF STUDY

The terms of reference for this study ask for an evaluation of development impact resulting from USAID/Senegal's investment in participant training since the early 1960s. Given the limited level of effort allocated to the research, the Team sought the clearest focus achievable. This report does not, therefore, treat in depth the management or logistics of training, nor does it attempt to evaluate training programs or training providers. The Team made no effort to judge the wisdom of past development priorities or strategic objectives, as to do so would have diverted the study from its proper course. Finally, the report does not provide a continuous historic perspective of USAID's participant training over the thirty years.

For the purpose of this study, **development impact** is defined as

change inspired by training which has led to improvements in sectors of strategic interest to USAID.

METHODOLOGY

Approach and Framework

Impact assessments conducted by development agencies typically lack three critical elements in determining whether skills were acquired: a) baseline data upon which a trainee's skill change can be measured; b) control groups of peers to use for comparison; and, c) follow-up surveys of supervisors to examine trainee increases in skills and knowledge. More often than not, evaluators must resort to participant self-assessments in judging whether critical training outputs were achieved.

To resolve these constraints in measuring development impact from training, the Team followed an impact evaluation methodology, originated by Donald L. Kirkpatrick, that is being refined by human resources evaluation experts at AMEX International.

Summarily stated, it traces impact from training at four levels:

(1) Reaction – the trainee's impression of the program; to a great degree the level of satisfaction with the course, trainer, pace of instruction, content and materials;

(2) Learning – the acquisition of skills and knowledge from the training;

(3) Performance – the behavior of the trainee on the job following training;

(4) Results – changes that the trainee's performance brought to the organization in efficiency, productivity or profitability.

Change attributed to training at Levels 2, 3 or 4 is *impact*.

The Survey

Data collection proceeded by three means: individual interviews, group interviews, and focus groups. Time would not permit over 100 interviews, and the target population comprised approximately 1,200 former participants trained since 1961. The heterogeneity of this population argued against using non-stratified random sampling, since the data obtained from 100 interviews could not be easily analyzed in terms of project objectives, historical periods, or institutions.

The survey population was predominately masculine and overwhelmingly from the public sector. Eighteen of the 100 participants interviewed were female and only seven came from the private, for-profit sector. Participants came largely from two sectors in which USAID has been active for many years: agriculture (including environment and natural resources) and health. The geographic reach of the survey was constrained principally by time. Eighty-one percent of the interviews were held in Dakar, 10 percent in Kaolack and 9 percent at the in Bambey. The Team also held three focus groups and three group interviews.

The nature and scope of the present task order did not permit rigorous random sampling of the target population or fully representative stratification of the population. One cannot assume, therefore, that the data presented are statistically representative of the whole target population. Users of the data should be advised of this limitation and draw inferences with appropriate caution.

FINDINGS

Overall Impact by Level

Aggregate data drawn from the 100 respondents indicated an exceptionally high degree of participant satisfaction with the quality of the training arranged by USAID. Over three-quarters of all respondents, and 91.7 percent of long-term participants, assessed training at the highest quality level. Short-term participants averaged lower, with 70.3 percent selecting "very satisfied."

By combining the first and second satisfaction levels, the Team can consider quality ratings in the "average or better range." In this case, the results ran between 95 and 100 percent, leaving no room for doubt that USAID-sponsored training programs were well-regarded by returned participants interviewed.

The trainee may be satisfied with the program's quality, but did useful learning occur? (Without learning, knowledge cannot be transferred and development impact cannot occur.) To answer this Level Two (Learning) question, the Team sought data on the *acquisition* of

relevant skills and knowledge. The survey instrument queried participants as to whether knowledge useful for the work place was acquired during training.

The participants surveyed attested overwhelmingly that the skills and knowledge acquired were, indeed, useful to their work. Answers varied only slightly when disaggregated by gender, training type or even sector (not shown). In phrasing this question to link two elements (acquisition of knowledge and utility to work), the Team sought to filter out answers which might indicate simply that learning occurred, regardless of its usefulness to the trainee's profession.

Impact related to Level Three (Behavior/Performance) brings the evaluation closer to answering the fundamental question: Was development impact inspired by USAID-sponsored training? Before examining whether change occurred in institutions or sectors, however, it must be established that the behavior or performance of individuals was altered through training.

First, the data indicated that over 80 percent of respondents reported they applied the skills indicated in Question N73 in their work. Respondents answering negatively were then queried as to the reasons for not being able to apply their knowledge in their work. No significant variation was reported by the different strata shown.

For the few who were unable to apply their improved knowledge at work, what were the constraints? The results indicated weak institutional ability to absorb improvements from employees returning from training. It is a frustration often noted by African participants, especially long-term trainees, that their expertise is under-utilized once they return home. Accompanying this frequently cited complaint is the lack of employee incentives (such as promotions, follow-up training, or support for professional conference attendance) which impedes the full application of the skills acquired during training.

A central question on the survey instrument probes development impact at the highest stage (Level 4) to which it can reasonably be traced from training interventions. Here the survey seeks to determine whether there were any **results**, or gains in efficiency, productivity or profitability, for the participant's organization. Up to this point in the analysis, the inquiry has focussed on participant *reaction, learning, and performance*. If a participant received quality training geared to individual and institutional needs, acquired the skills as intended, and improved performance, what were the results? During the succession of these events in the training cycle, impact may have occurred, such as an increase in an employee's technical knowledge or even the application of skills acquired during training to improvements in a participant's life. But the *results* USAID-sponsored training aims for – inducing *development impact* at the highest level, may not yet have occurred.

The responses to the Level 4 impact question show that USAID/Senegal clearly has produced impressive *results* from its investments in training. Fully 70 percent of respondents indicated, and gave examples of, improvements at their institutions they believe derive from training. At Level 3, survey data indicated 87 percent applied their improved knowledge *at the work place*. The Team concludes that a 70 percent positive response rate to this cardinal question represents a laudable yield for significant, diverse training programs sponsored primarily in the United States by USAID/Senegal since 1961.

Despite these achievements, there was significant divergence in responses according to sector and training type. It is in this second-stage analysis that USAID can base future adjustments in its training portfolio and refinements in its management to press for consistent and higher results. Nearly half of the participants from the health sector acknowledged no positive effects on their institutions from their training, compared to only seven percent of participants in agriculture. The data is revealing and clearly supports anecdotal information gleaned during the assessment that health sector participants considered their institutions, in particular at the central, ministerial level, unable to absorb the improved skills of its employees to strengthen health services in Senegal.

Health professionals frequently complained that they were not placed in positions reflecting their increased skill level. Personnel management decisions had little relation to either institutional need or employee qualifications, a commentary heard throughout Africa as well. To what extent were these perceived human resource constraints in the health sector related to the problems Senegalese women face in accessing responsible positions commensurate with their expertise and experience? Even in health, a sector considered "traditional" for women, PTMS data on the five major health projects funded by USAID/Senegal indicates that only 31 percent of all participants funded were women. Unfortunately, none of the data gathered provide definitive answers to why participants interviewed in health rated lower the effect of training on their institutions.

Another perspective on the data reinforces the view that poor application of the skills acquired through training in the health sector is tied to gender. When health sector respondents are isolated and cross-tabulated according to gender, women answer affirmatively *less often than men* to whether the institution has shown the results of training:

Although the overall level of positive indication of training results (70%) was high, why did short-term trainees note fewer positive institutional results than academic participants? Data from cross-tabulations failed to explain this phenomenon for Senegal. The notion that training length increases the likelihood of impact was also unsupported by the findings from the Chad or Cameroon impact assessments. In Senegal, the Team heard numerous examples during focus groups of positive organizational change introduced by short-term participants, in particular alumni of the "Pittsburgh-style" francophone management seminars. It is possible that short-term trainees *recognized* the innovations they introduced into the work

place, and discussed with such enthusiasm during focus groups, but remained skeptical that any positive effect would result on the Senegalese civil service.

Conditions of Training

As noted above, impact can occur at Levels 2, 3 or 4, although for the purposes of assessing *development impact*, evaluators of donor-funded training try to focus on the change induced at institutions by returned employees (Level 4). A host of elements contribute to the success, or failure, of a training program. Variables such as length and place of training, specificity of design, selection, link to institutional and individual needs, and employer involvement play major roles in the training equation. Although no one doubts the power of these "conditions" to affect training outcome, no single factor can be held responsible in the end.

The Team sought to identify key variables that might provide insight to the training management process. Were there correlations between Level 4 impact and selection, involvement of employer in the training design, or any of the other "conditions" to training?

Twenty-eight percent of the survey universe took responsibility for identifying and pursuing the training opportunity. There were considerable diversions among the categories. Women at the rate of nearly double that of men took charge to ensure that their programs materialized, as was also the case for long-term over short-term participants.

The issue of selection can be indicative of an institution's interest in a participant's training. It can also reflect aspects of USAID's training practices in the country. Women were more likely (44.4%) than men (31.7%) to be selected by USAID. Did women seek out USAID involvement in selection because of their doubts about being nominated by their employers? Long-term participants were selected by USAID at more than twice the rate (58.3%) than short-term trainees (20.3%).

Related to employer involvement in the participant's training is the issue of the existence of a selection committee. Correlations have been noted in other impact assessments between selection by committee and impact. The answers to the question, "Did your training request pass before a selection committee?" (N50), turned up the following:

- participants from the health sector were less likely (71.0%) to be selected by committee than those from agriculture (94.7%).

- short-term participants were selected less often by committee (64.1%) than long-term degree candidates (91.7%).

Whether training is designed to address needs which were assessed in some fashion (formally or informally) is central to achieving impact. The survey asked, "Was the training linked to a needs assessment of your organization?"

- overall seventy-eight percent of the survey population indicated that training was linked to a needs assessment, an impressively high figure;

- long-term participants indicated a link to needs assessment at a significantly higher rate (97.7%) than short-term trainees (64.1%);

A series of questions were designed to determine the employer's level of involvement in the training of its employee.

A high number of respondents (between 70% and 73% overall) indicated that there was follow-up by USAID or their employer during the training program. There was little variation by strata in the frequency that USAID was selected over the employer as the agent undertaking the follow-up. Only the short-term participants selected USAID less often (67.2%) than the general population (73%).

Overall an impressive number of Senegalese long-term participants (87.0%) were integrated back by their employer. When considered in conjunction with the low "non-return rate" (i.e., participants who do not return upon completion of their sponsored degree) recorded for USAID/Senegal, the data demonstrate a crucial pre-condition to impact not always found in Africa: *a high percentage of participants return home*. It is possible that the tendency in USAID/Senegal's program to involve employers and target training to specific sectors contributes to a high rate of return.

Re-integration of participants after training is an insufficient condition for impact to occur. In the case of Senegal, the Team recognized that interviewees understood *reinsertion* (in French) to mean that they returned to their employer which, in most instances, was the Civil Service. Overall, sixty-eight percent of respondents claimed their employer manifested a strong interest. The long-term participants surveyed reported considerably less interest from their institutions: only half checked "strong" and fully one-third marked "weak." Short-term trainees indicated stronger employer interest in their training (78.3% strong and only 8.3% weak). Consistent with its showing in other cross-tabulations, participants from the sector "Environment" reported very low employer interest.

Results by Strata
Projects, Institutions and Sectors

The data led to two findings associated with Levels 1 and 4. First, HRDA participants rated their training programs lower in quality (Level 1) than those funded by the other projects (65.4% compared to an average of 87.3% for the others). When HRDA participants were disaggregated for further analysis, no other variation (such as existence of needs assessments, selection committee, explicit training objective, etc.) emerged to explain the divergence. Second, health participants reported a significantly lower level of effectiveness improvements

(Level 4) at their institutions than the others. Roughly half (53.6%) of the participants whose training was sponsored by health projects reported institutional improvements, compared to 61.6 percent for HRDA and 88.8 percent for agriculture and environment.

Gender

The effect of gender in determining impact from training has been raised several times during the analysis of data in this chapter. As noted, women were more frequently selected by USAID than by their institutions for training and they were more proactive in identifying their program than men. Women also reported significantly less Level 4 impact (improvements in efficiency, productivity and profitability) than men. In addition, ...

- Women (83.3%) reported that needs assessments were conducted relating to their training more frequently than men (76.8%) (N51)

- women (88.9%) were more likely than men (76.8%) to have explicit training objectives (N52)

A single question was asked in the survey to learn whether training contributed to a change in the way women are perceived in development. Only 44.4 percent of the respondents answered positively to this question (N90). Among women only, 62.5 percent believed training affected their idea toward women in development, whereas among men, only 40.5 percent agreed.

Private Sector

As a percentage of overall training funds spent since 1961, a small portion has benefitted the private sector. The best PTMS data available indicate that 29 percent of all *participant trainees* have been entered into the tracking system under "private sector." However, this rubric includes participants from the Senegalese civil service who work in positions or ministries *which affect the private sector directly*. The survey instrument included a series of questions designed for business people. However, with only seven participants surveyed from the "for-profit" sector, the data generated draws from such a small sampling as to provide a dubious foundation for analysis.

Comments on the Management of Training

The scope for this report does not include an assessment of the strengths and weaknesses of the Mission's implementation its participant training programs. However, the data collected during the survey shed light on several issues concerning implementation.

- A high number of participants surveyed were selected by a committee (74.0%), which attests to the Training Office's commitment to proper training management;

- Seventy-eight percent of all respondents reported that a needs assessment accompanied their training;

- Eighty percent stated they had explicit objectives defined for their training programs;

- Seventy-six percent believed that the training undertaken addressed a real need in the participant's organization.

These favorable response rates indicate that an acceptable level of appropriate training management is occurring within USAID. However, a government selection committee which works behind closed doors, or an institutional needs assessment conducted by a donor without input from the employer, do not result in high impact training. In laboring to institute proper training processes with government, the Mission must continue to insist on the fundamentals (needs assessment, recruitment, selection, design, monitoring, etc.) without which USAID's investments will not yield commensurate benefits.

NOTE: Readers of the Executive Summary only are advised to refer to the "Summary of Findings" in Chapter III, E and "Recommendations" in Chapter IV to complete their review of this report.

I. SCOPE OF STUDY

The terms of reference for this study ask for an evaluation of development impact resulting from USAID/Senegal's investment in participant training since the early 1960s. Given the limited level of effort allocated to the research, the Team sought the clearest focus achievable. This report does not, therefore, treat in depth the management or logistics of training, nor does it attempt to evaluate training programs or training providers. The Team made no effort to judge the wisdom of past development priorities or strategic objectives, as to do so would have diverted the study from its proper course. Finally, the report does not provide a continuous historic perspective of USAID's participant training over the thirty years. Too many factors preclude this overview: absence of baseline data, diversity of training objectives (or lack thereof), exiguous documentation for early years, and a staggering variety of programs, approaches, and providers. The terms of reference excluded in-country training from consideration.

The Team's mandate was to garner reliable information from former participants that could be useful to the Mission. Usefulness would comprise strategic decision-making for budgetary allocations, for the planning and design of external training, and for reporting on results. A tight schedule, and the heterogeneity of the target population and programs, served to ensure a narrow focus on the subject of development impact. For the purpose of this study, we define **development impact** as

change inspired by training which has led to improvements in sectors of strategic interest to USAID.

Impact from training is linear and progressive, and it occurs at various levels. We describe this progression more fully below. Suffice it to say here that we are reporting on positive development impact at whatever level it is revealed: on learning, on individual performance, and on organizational results. From the data we have gathered we can offer to the Mission the following intelligence:

- Evidence of positive impact on individuals, job performance, and organizations;
- Correlation of training impact with certain aggregations of pre-conditions for training;
- Information on gender in participant training;
- Analyses related to projects, sectors, and institutions.

From this information, we believe the Mission can enrich its reporting in the Assessment of Program Impact exercise, better rationalize future budgetary allocations for training, align investment in participant training for maximum leveraging of strategic objectives, and ensure the most favorable conditions for training to generate impact.

Two chapters included in the Annexes provide further information on impact methodology. Annex A explains the 4-level Kirkpatrick evaluation approach which served as a useful guide to assessing impact in Senegal. Annex B provides background information on previous impact assessments conducted in Africa. The complete questionnaire in French is also found in the Annexes with an accompanying translation guide for easy reference.

II. METHODOLOGY

A. Approach and Framework

Impact assessments conducted by development agencies typically lack three critical elements in determining whether skills were acquired: a) baseline data upon which a trainee's skill change can be measured; b) control groups of peers to use for comparison; and, c) follow-up surveys of supervisors to examine trainee increases in skills and knowledge. More often than not, evaluators must resort to participant self-assessments in judging whether critical training outputs were achieved.

To resolve these constraints in measuring development impact from training, the Team followed an impact evaluation methodology that is being developed and refined by human resources evaluation experts from AMEX International. This methodology permits a disclosure of impact in the absence of baseline performance data and enables development specialists to identify positive effects from training even though impact cannot be proven at the level of national, or Agency, goals. It allows for an understanding of the conditions that favor development impact, while it creates a setting for practical dialogue within the context of USAID priorities.

The methodology incorporates an evaluation model widely known in professional human resource development circles and which has been tried and proven in U.S. corporations.[1] Summarily stated, it traces impact from training at four levels:

(1) Reaction – the trainee's impression of the program; to a great degree the level of satisfaction with the course, trainer, pace of instruction, content and materials;

(2) Learning – the acquisition of skills and knowledge from the training;

(3) Performance – the behavior of the trainee on the job following training;

(4) Results – changes that the trainee's performance brought to the organization in efficiency, productivity or profitability.

Change attributed to training at Levels 2, 3 or 4 is *impact*. A more comprehensive discussion of Kirkpatrick's model is found in Annex A.

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[1] Donald L. Kirkpatrick has been developing the model referred to since the 1960s, and it has recently appeared in his book, *Evaluating Training Programs: The Four Levels*, (San Francisco: Berret-Koehler, 1994).

B. Survey Instrument and Data Collection

Data collection proceeded by three means: individual interviews, group interviews, and focus groups. We performed three group interviews in which participants completed their questionnaires while being given nearly line-by-line instruction on the intent of the questions. Focus group participants also filled out questionnaires, and the Team checked each questionnaire following the session, making appropriate changes to responses. The three focus groups brought together participants from University of Pittsburgh management training, magistrates who had been sent on study tours to the U.S., and women who had completed their MBA degree. The dynamics of focus groups allow facilitators to elicit valuable information, including anecdotes, that no questionnaire can either cover or foresee. The information we received from the focus groups both confirmed data gathered through individual interviews and in other instances greatly enriched the study's perspectives.

For the present study, the Team had to make rapid decisions regarding the sampling methodology. We knew that time would not permit over 100 interviews, and the target population comprised approximately 1,200 former participants trained since 1961. The heterogeneity of this population argued against using non-stratified random sampling, since the data obtained from 100 interviews could not be easily analyzed in terms of project objectives, historical periods, or institutions.

We elected, therefore, to assign weights to our sampling in favor of more recent years and to use strata frames from various projects and training programs. Placing stress more heavily on the present meant more information on the project, better individual memory, and closer alignment with current USAID objectives. Such data would tend to be more *useful* to the Mission. Sampling from strata meant enhanced opportunities to compare training impact with institutional capacities and project objectives. The strata frames from which the Team selected individuals for interviews were first, the three historical eras and, second, projects in health and agriculture. The graphs on page 6 depict the final breakdown of the survey population in the historical and the sectoral contexts. Sampling was as nearly random as time allowed. Because we were constrained to select for interviews those persons who could be reached by telephone during working hours, a slight favorable bias may have been introduced into the survey. It remains our belief that this possible bias did not create significant distortion in the survey results.

Our principal survey instrument is a refinement of questionnaires used in previous evaluations. Included in the Annexes, the Senegal questionnaire follows the logical chronology from preparation for training to institutional change through the four-level sequence described above in Section A. The questionnaire contains a series of variables for testing hypotheses about the prerequisites for successful training. For questions central to determining impact, the survey instrument uses an interviewing technique called "grounded analysis." Grounded analysis demands that the interviewee give specific examples to substantiate a response to a

closed-end question. By verifying the accuracy of the "yes/no" answer, the evaluator increases the confidence level of the data. (An example of grounded analysis can be found on Page 12.)

All questionnaires for this study were anonymous and they excluded all personal data which did not directly contribute to impact analysis. For example, the Team did not gather from participants their name, age, birthplace, languages spoken, ethnicity, marital status and size of family, or education level (such as highest degree obtained). Although normally found on surveys of this type, the Team could not justify seeking information that would not be likely to produce a useful cross-tabulation. (Each country presents special considerations: in Cameroon, for example, determining whether participants were anglophone or francophone produced a useful variable in analyzing impact, one which would be of little interest in Senegal.)

Promotion is often cited as a hypothetical indicator of training impact, or training "success." The presumption is that an institution advances its employees based on job performance and knowledge or skill base. Employees trained by USAID who move up in an organization could be indicators of training impact. However, in the context of generally fragile African organizations, an external evaluator cannot surmise that other factors related to family, religion or ethnic group were not central reasons – rather than improved job performance or new skills acquired – behind a promotion. For this reason, promotion was not included as a variable.

Using promotion as an indicator is also risky for another reason – the lack of information about employees not promoted. With no control group to which to compare the survey sample, the team could not conclude whether the participants interviewed were promoted at a lesser or greater rate than those not receiving training. Moreover, even if a control group had been interviewed, it is not possible to exclude all other factors affecting promotion to be able to conclude that training was the *direct* cause.

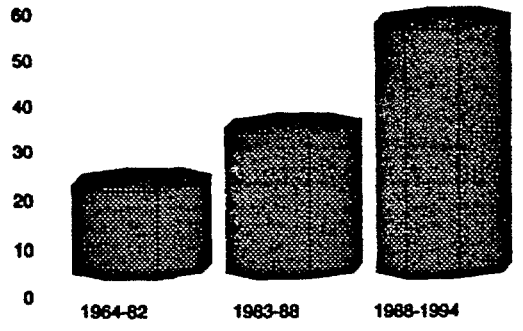
C. Survey Universe and Sampling

The survey population was predominately masculine and overwhelmingly from the public sector. Eighteen of the 100 participants interviewed were female and only seven came from the private, for-profit sector. Participants came largely from two sectors in which USAID has been active for many years: agriculture (including environment and natural resources) and health (including population). The geographic reach of the survey was constrained principally by time. Eighty-one percent of the interviews were held in Dakar, 10 percent in Kaolack and 9 percent at the *Institut Senegalaise de Recherche Agricole* (ISRA) in Bambey.

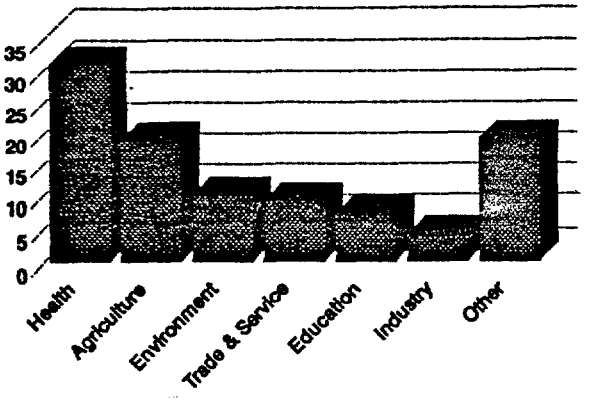
The following tables illustrate the breakdown of the survey population by period of training and sector:

Survey Population

By Historical Phase



By Sector



The Team also held three focus groups and three group interviews. The focus groups gathered a total of 16 returned participants for the following sessions:

- Pittsburgh Francophone Management Seminars (6)
- Women MBA Degree Participants (4)
- Judges (6)

A Senegalese Team member facilitated each focus session to stimulate active discussion and elicit points of view concerning the impact of their training. The meetings lasted approximately 1½ hours and were held after work hours in a pleasant, relaxed setting conducive to frank and probing discussion. The focus groups, which are described more fully in Chapter III, served to confirm responses gathered from individual interviews and often to enrich or explain those responses.

The comparison between the participant universe, as tracked by PTMS, and the survey population suggests the extent to which drawing inferences, or conclusions, from the data is feasible. Table I provides this information.

The PTMS columns show the breakdown of participants from all of USAID's major projects since 1961. A total of 1,321 Senegalese benefitted from training outside Senegal. Virtually all Senegalese trained in "third countries" (principally African) were on short-term programs. There are some categories where "under-sampling" occurred in comparison to the actual participant universe. For instance, only ten percent of the interviewees were from the private sector, compared to 29 percent reported by PTMS. The survey covered long-term participants at nearly double the actual rate (36% against 17%) with the resulting under-emphasis for short-term.

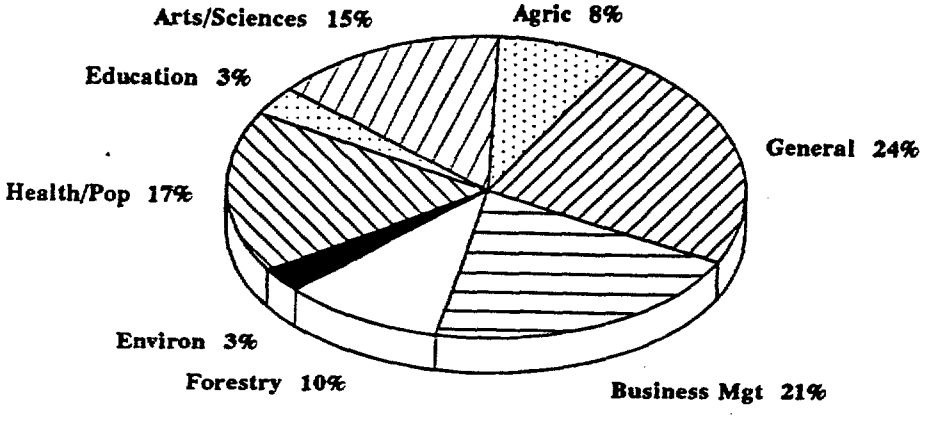
Overall the survey achieved adequate coverage in each critical area. Where it failed to approximate the PTMS percentage, such as with third-country trainees, the consequences were mitigated by other factors (e.g., third-country training incurred smaller USAID investments and had no long-term trainees).

Table I: Data Comparison - PTMS and Survey

Characteristics	PTMS		Survey	
	#	%	#	%
Total Number of "Participants"	1321	100	100	100
Long-Term degrees	230	17	36	36
Short-Term programs	1091	83	64	64
Male	1080	89	82	82
Female	151	11	18	18
Public Sector	936	71	90	90
Private Sector	385	29	10	10
U.S. Trained	904	71	94	94
Third-Country Trained	373	29	6	6

The pie chart below illustrates the relative emphasis by training topics placed by USAID/ Senegal since 1961 in its major sectoral and human resource projects. A total of 48 projects were tracked in PTMS in providing the data used in this report. Undoubtedly hundreds of additional participants benefitted over the years from USAID-sponsored training the records for which are no longer available.

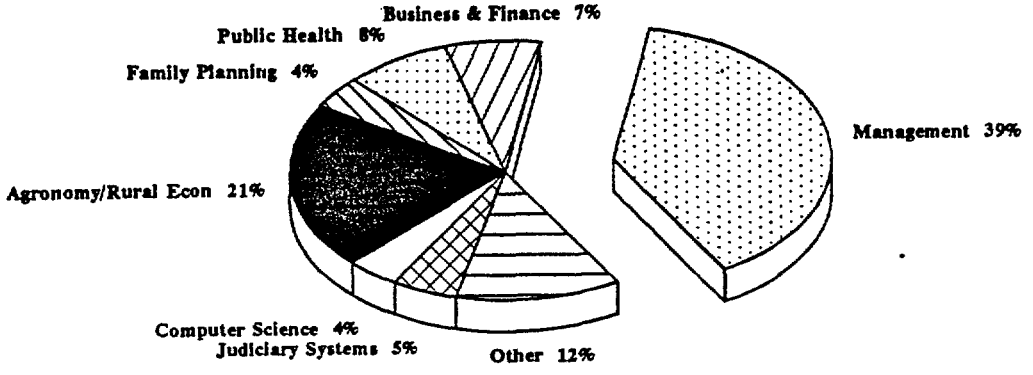
Chart I: Participants by Training Topics



All Returned Participants (from PTMS records)

The PTMS-generated "training topics" do not allow for easy comparison to the "fields of training" recorded by the participants on their questionnaires. The Team did not want to be constrained by the outdated PTMS topics and developed a modern list which conformed with the actual training subjects funded for Senegalese. These are illustrated in the pie chart below:

Chart II: Fields of Training in Survey



Other: Training of Trainers (2), Social Science Research (3), International Relations (1), Linguistics (2), Media & Communication (2), Economics (1)

By combining the agriculture-related fields for PTMS records in Chart I (agric., environ., forestry), the resulting 21 percent figure corresponds exactly with the survey emphasis in "agronomy/rural econ." Likewise, health and population do not vary significantly between the total participant universe and the survey sample.

D. Data Entry and Analysis

The Team entered the data from each questionnaire into a specially prepared format in EPInfo, a database and statistical software developed by the Center for Disease Control. The first level of analysis was the generation of frequency tables for each of the variables, including the demographic data. The second level proceeded by using cross tabulations to test a series of hypotheses. Examples of hypotheses are:

- *Participant training funded by USAID has had significant impact at the level of organizations. Where such impact has occurred, it has been preceded by the following conditions: selection by committee, a clear initial objective, a needs*

evaluation, correspondence of objective to real needs, high level of interest of supervisor, and reinsertion into original organization of employment.

- *A clearly defined objective is the single most important variable in ensuring impact at any level.*

A word is in order regarding the limitations of the data from this research. The nature and scope of the present task order did not permit rigorous random sampling of the target population or fully representative stratification of the population. The survey focused largely on specific projects and was weighted towards more recent years. One cannot assume, therefore, that the data presented are statistically representative of the whole target population. Users of the data should be advised of this limitation and draw inferences with appropriate caution.

III. FINDINGS

Previous impact assessments conducted by AMEX in Cameroon and Chad wrestled with the difficulty of separating individual from institutional impact. The theoretical framework promulgated by the Africa Bureau in effect leads evaluators down this path in its reliance on an evaluation pyramid, with impact perceived as flowing from the individual at the base, through institutions, sectors or target groups, to the nation (or region) at the summit. The exercise may be helpful in formulating questionnaires and viewing impact in its overall form. But reporting and analyzing data according to this hierarchical construct poses considerable problems. For instance, are respondents' answers about improvements in their performance allotted to impact at the individual or institutional level? Performance may improve and enhance an individual's professional reputation among peers, for example, with little positive results for a dysfunctional institution unconcerned about the employee's output or work quality.

This report departs somewhat from the format of previous impact evaluations. After analyzing the overall impact of participant training in Senegal following the Kirkpatrick levels, the report considers the surrounding conditions of training before examining data by strata, such as project, sector, institution, gender, employment type (private/public), training type and training period. To be sure, the impact of training on individuals is presented wherever found; but individual impact will not be considered on its own. Consequently, the positive impact of training (or of the "training experience") on an individual's ability to manage the family budget, which may be considered impact, is ancillary to development and beyond the scope of our analysis. On the other hand, the senior woman manager at the national telephone company who, upon return from management training, applies her enhanced marketing skills on the weekends to help a woman's micro-enterprise cooperative expand, has identifiable development benefits that should be measured.

A. Overall Impact by Level

Aggregate data drawn from the 100 respondents indicated an exceptionally high degree of participant satisfaction with the quality of the training arranged by USAID, as indicated in Table II. Over three-quarters of all respondents, and 91.7 percent of long-term participants, assessed training at the highest quality level. Short-term participants averaged lower, with 70.3 percent selecting "very satisfied."

By combining the first and second satisfaction levels, the Team can consider quality ratings in the "average or better range." In this case, the results ran between 95 and 100 percent, leaving no room for doubt that USAID-sponsored training programs were well-regarded by returned participants interviewed.

Satisfaction with training quality corresponds to Level One (Reaction) of the Kirkpatrick model. The Team resisted a common temptation among participant training evaluators to elicit additional data from respondents about their "overall training experience." Questions such as these were eliminated from consideration: "Was the training environment conducive to learning, were the accommodations adequate, did U.S. training contractors organize cultural enrichment activities, was the maintenance allowance sufficient?" Information produced by "end-of-training" participant assessments is useful to training managers, but marginal to impact evaluations.

Table II: Participant Assessment of Training Quality

Questions 68–70: "What is your assessment of the quality of the training program?"

Group	Very Satisfied	Satisfied	Not Satisfied
	%	%	%
All Respondents	78.0	20.0	2.0
Male	78.0	19.5	2.4
Female	77.8	22.2	0
Long-Term	91.7	8.3	0
Short-Term	70.3	26.3	3.1

The trainee may be satisfied with the program's quality, but did useful learning occur? (Without learning, knowledge cannot be transferred and development impact cannot occur.) To answer this Level Two (Learning) question, the Team sought data on the *acquisition* of relevant skills and knowledge. The survey instrument queried participants as to whether knowledge useful for the work place was acquired during training.

As Table III shows, the participants surveyed attested overwhelmingly that the skills and knowledge acquired were, indeed, useful to their work. Answers varied only slightly when disaggregated by gender, training type or even sector (not shown). In phrasing this question to link two elements (acquisition of knowledge and utility to work), the Team sought to filter out answers which might indicate simply that learning occurred, regardless of its usefulness to the trainee's profession. Few doubt that learning, broadly defined, takes place during a month-long excursion to a training program in the United States; whether that learning affects development is the issue under examination.

Table III: Acquisition of Skills

Question 72: "Did you acquire skills that were useful to your work?"

Group	YES	No
	%	%
All Respondents	95	5
Male	96.3	3.7
Female	88.9	11.1
Long-Term	91.7	8.3
Short-Term	96.9	3.1

An additional control was built into the survey instrument by the use of *grounded analysis*. For example, the Team did not accept a "Yes" answer to Question N72 during individual

interviews unless the participant could indicate an acceptable "useful skill" which had been learned. By grounding the analysis, interviewers could expunge biased or uninformed answers to arrive at more accurate data. Grounded analysis was applied to several other questions as well. An example of how this social science technique works is illustrated in the box below.

EXAMPLES OF GROUNDED ANALYSIS

Example 1

Question:	Did you acquire skills that were useful to your work?
Respondent's Answer:	YES
Respondent's Example:	Computer-based research techniques to isolate viruses in millet; new low-tech audio-visual methods to instruct illiterate farmers in modern cropping techniques
*Grounded Answer**:	YES

Example 2

Question:	Was an explicit objective defined for your program? If yes, what was it?
Respondent's Answer:	YES
Respondent's Example:	Meet citizens from the world's greatest country; learn about American culture and education.
*Grounded Answer**:	NO

*Prior to conducting interviews, the Team agreed to the parameters for answers which would be rejected as insufficient justification for a respondent's "Yes" answer.

During interviews in Senegal, the Team encountered the answer "to seek a graduate degree" in response to whether a training program had an explicit objective. The Team chose to reject this as inadequate evidence of a program containing a well-defined training objective, however advantageous a degree goal may be for the individual. (The response is not unlike the chicken's answer to why he was crossing the road: "to get to the other side.") The Team did, however, accept the answer "to replace expatriates" as a legitimate training objective, which was more frequently heard from participants from Phase I.

For short-term technical training, USAID needs to track performance carefully. As a matter of course, top-quality training providers test the competency levels of incoming trainees in the subjects to be taught to compare with end-of-training results. But few sponsoring agencies factor this requirement into the training design or track the performance of their participants, or the training provider, during the program. Overly attached to outmoded training procedures, USAID tends to consider the training a success if the participant returns to the same employer. At a minimum, USAID should insist that training providers, as contractors, report on skill or knowledge changes recorded for each participant after training.

Impact related to Level Three (Behavior/Performance) brings the evaluation closer to answering the fundamental question: Was development impact inspired by USAID-sponsored training? Before examining whether change occurred in institutions or sectors, however, it must be established that the behavior or performance of individuals was altered through training.

A series of questions were designed to reveal whether the participants themselves noticed any changes. Again HRD specialists are confronted with having no pertinent baseline data on the individuals trained, the extent of the skills and knowledge acquired, or external appraisals (as compared to self-assessments) of the change in their competency level. Nonetheless, useful information can be gleaned about the value of training through careful questioning and the use of grounded analysis.

Table IV: Application of Skills at the Work Place

Questions 74: "Did you apply these skills in your work?"

Group	YES	No
	%	%
All Respondents	87	13
Male	86.6	13.4
Female	88.9	11.1
Long-Term	83.3	16.7
Short-Term	89.1	10.9

First, the straightforward question, shown in Table IV, indicates that over 80 percent of respondents reported they applied the skills indicated in the previous question (N73) in their work. Respondents answering negatively were then queried as to the reasons for not being able to apply their knowledge in their work. No significant variation is reported by the different strata shown.

For the few who were unable to apply their improved knowledge at work, what were the constraints? These results, shown in Table V, indicate weak institutional ability to absorb improvements from employees returning from training. It is a frustration often noted by African participants, especially long-term trainees, that their expertise is under-utilized once they return home. Accompanying this frequently cited complaint is the lack of employee incentives (such as promotions, follow-up training, or support for professional conference attendance) which impedes the full application of the skills acquired during training.

Of the 13 percent of all respondents reporting not to have applied their skills at work, two-thirds checked "poor management of human resources" as the principal reason. Similar reactions were found in the impact assessment conducted in Cameroon, where progress with institution-building projects faltered after major investments.

Measuring improvements in performance must also rely on participant self-assessments which, at best, produces somewhat predictable data. What employee would admit that training led to a deterioration of the quality of work performed? To counter the tendency to obtain biased answers to this important question, the Team used grounded analysis to verify

positive replies. As a result, the confidence level associated to this data is somewhat higher.

The results, shown in Table VI, show significant performance improvements attested to by participants. The only strata for which data differed noticeably was for participants from the sector "Environment," for whom 30 percent reported no improvements in performance.

Table V: Reasons Cited for Participant Inability to Apply Skills at Work

	%
Poor management of human resources	66.6
Indifference by supervisors	16.6
External interference	0.0
Weak communication	16.6
Others: Lack of financial resources Program not linked to clear needs No support from national policies	

Were there other modifications of behavior or skill improvements attributed to training which were not specifically related to the participant's work but might address USAID development objectives? To answer this question, the Team posed a series of supplemental questions. (Please refer to the data in Table VII.)

First, did participants apply *outside of work* any skills or knowledge acquired during training? Respondents who answered "yes" to whether they applied their knowledge at work could also reply to this question, since there may be distinct but important skills applied both at and outside the work place. Female participants indicated they applied skills outside work less often than men. Since a number of participants offered "outside consulting" as examples during interviews, it is possible than men had more extra-professional opportunities than women to use their skills. Differences between long- and short-term were more marked, with 78.8 percent of the former applying skills outside compared to 54.2 percent for the latter.

Table VI: Participant Performance Improvements

Question 83: "Did your training have an effect on your performance?"

Group	YES	No
	%	%
All Respondents	85.6	14.4
Male	94.4	5.6
Female	83.5	16.5
Long-Term	83.3	16.7
Short-Term	86.9	13.1
Health	100.0	0.0
Agriculture	88.2	11.8
Environment	70.0	30.0

Those who indicated no application of skills at the work place (see category "Those replying "NO" to N74 in Table VII) may nevertheless have received payoffs from training often overlooked by evaluators. In other words, training which has "failed" to improve institutions might still yield development benefits. However, this did not appear to be the case in Senegal. No significant difference was found in the frequency with which participants

applied skills outside the workplace between those who did and did not apply skill at work. Of more interest is the lower rate of applying skills outside work indicated by women participants, short-term trainees and by those from the environment sector.

Other changes were explored in the survey concerning the role women play in development and whether there were personal objectives related to the training. The former issue is discussed below in separate section. The Team realized that lacking an explicit, defined objective, some participants might have clear personal goals to pursue through training which could lead to development impact.

Table VII: Skills Applied Outside the Work Place

Questions 87: "Have you applied the skills you acquired away from your work?"

Group	YES	No
	%	%
All Respondents	63.0	37.0
Those replying "NO" to N74*	66.7	33.3
Male	64.5	35.5
Female	56.3	43.7
Long-Term	78.8	21.2
Short-Term	54.2	45.8
Health	85.7	14.3
Agriculture	73.7	26.3
Environment	50.0	50.0

* N74: "Did you apply these skills in your work?" (see Table IV)

A central question on the survey instrument probes development impact at the highest stage (Level 4) to which it can reasonably be traced from training interventions. Here the survey seeks to determine whether there were any results, or gains in efficiency, productivity or profitability, for the participant's organization. Up to this point in the analysis, the inquiry has focussed on participant *reaction, learning, and performance*. If a participant received quality training geared to individual and institutional needs, acquired the skills as intended, and improved performance, what were the results? During the succession of these events in the training cycle, impact may have occurred, such as an increase in an employee's technical knowledge or even the application of skills acquired during training to improvements in a participant's life (e.g., more income from non-work sources or better personal time management). But the *results* USAID-sponsored training aims for – inducing *development impact* at the highest level, may not yet have occurred.

Again relying on the perceptions of participant/employees of targeted institutions, the Team posed the question shown, with response rates, in Table VIII. Answers unaccompanied by examples justifying the "yes" were marked "no" conforming to our grounded analysis technique. The responses to the Level 4 impact question show that USAID/Senegal clearly has produced impressive *results* from its investments in training. Fully 70 percent of respondents indicated, and gave examples of, improvements at their institutions they believe derive from training. At Level 3 (application of skills – see Table IV, page 13), survey data indicated 87 percent applied their improved knowledge *at the work place*. The Team concludes that a 70 percent positive response rate to this cardinal question represents a laudable yield for signifi-

cant, diverse training programs sponsored primarily in the United States by USAID/ Senegal since 1961.

Table VIII: Results – the Effect of Training on Institutions

Questions 85–86: "Concerning the efficiency of your organization, did the training produce any positive effects? If yes, which ones?"

Group	YES	No
	%	%
All Respondents	70.0	30.0
Male	72.7	27.3
Female	57.1	42.9
Long-Term	77.4	67.4
Short-Term	65.3	55.3
Health	57.7	42.3
Agriculture	92.9	7.1
Environment	75.0	25.0

Despite these achievements, there was significant divergence in responses according to sector and training type. It is in this second-stage analysis that USAID can base future adjustments in its training portfolio and refinements in its management to press for consistent and higher results. Nearly half of the participants from the health sector acknowledged no positive effects on their institutions from their training, compared to only seven percent of participants in agriculture. The data is revealing and clearly supports anecdotal information gleaned during the assessment that health sector participants considered their institutions, in particular at the central, ministerial level, unable to absorb the improved skills of its employees to strengthen health services in Senegal.

Health professionals frequently complained that they were not placed in positions reflecting their increased skill level. Personnel management decisions had little relation to either institutional need or employee qualifications, a commentary heard throughout Africa as well. To what extent were these perceived human resource constraints in the health sector related to the problems Senegalese women face in accessing responsible positions commensurate with their expertise and experience? Although the section below (III, C, 2) treats gender issues in more depth, it is important to note that the sampling included 18 women (18%) and:

- 31 percent were from the health sector, of which
- 10 (32.3%) were women, and
- only one (10%) of these women was trained in a degree program;

whereas,

- 29 percent were from agriculture and environment, of which
- 1 (3.4%) was a woman, and
- she was trained in a degree program.

Although the sampling cannot be considered statistically representative of the total universe of participants found in USAID's PTMS, they mirror the fact that far fewer women were identified or trained from agriculture and environment. Even in health, a sector considered

"traditional" for women, PTMS data on the five major health projects funded by USAID/Senegal indicates that only 31 percent of all participants funded were women. Unfortunately, none of the data gathered provide definitive answers to why participants interviewed in health rated lower the effect of training on their institutions.

Another perspective on the data reinforces the view that poor application of the skills acquired through training in the health sector is tied to gender. When health sector respondents are isolated and cross-tabulated according to gender, women answer affirmatively *less often than men* to whether the institution has shown the results of training:

- Taking health sector interviewees only, 50 percent of the women and 66.6 percent of the men answered "yes" to Question 85-86 about efficiency improvements in their organizations (see Table VIII);
- Of the 15 (57.7%) who answered "yes" above, 26.7 percent were women and 73.3 percent were men.

> *I realized after my one-month U.S. training in modern management back in 1987, that what I learned at Bordeaux and at ENA in Dakar was theoretical and largely inapplicable at the work place. Because of several short-term training programs in the U.S., I am today what some consider a "modern manager:" able to integrate information technology and management objectives into all aspects of the organization.*
>
> **Family Planning Specialist**

Although the overall level of positive indication of training results (70%) was high, why did short-term trainees note fewer positive institutional results than academic participants? Data from cross-tabulations failed to explain this phenomenon for Senegal. The notion that training length increases the likelihood of impact was also unsupported by the findings from the Chad or Cameroon impact assessments. In fact, according to the Chad report, significant institutional improvements resulted in particular from participants returning from short-term management training (USAID/Chad concentrated its portfolio on short-term and in-country training as opposed to academic programs). In Guinea, measurable positive changes were recorded from small training investments for women entrepreneurs. In Senegal, the Team heard numerous examples during focus groups of positive organizational change introduced by short-term participants, in particular alumni of the "Pittsburgh-style" francophone management seminars (see box on Page 19). It is possible that short-term trainees *recognized* the innovations they introduced into the work place, and discussed with such enthusiasm during focus groups, but remained skeptical that any positive effect would result on the Senegalese civil service.

To what extent could the differences between the development impact recorded in Chad and Senegal be due to differences internal to their respective bureaucracies? The rate of positive response in Chad from all respondents was 92.7 percent, compared to 70.0 percent in Senegal. (It should be noted that in Chad the interviewers did not apply the grounded analysis technique, which may have resulted in a higher number of "yes" answers.) Moreover, the

variance between short- and long-term participants in Chad was only 7 points (92% of long-term participants said that training produced effects at the work place compared to 85% of short-term trainees); in Senegal this difference is 12.1 percentage points.

Chad was emerging from a decade of civil war with a fragile, under-equipped and under-trained civil service thirsty for management skills and anxious to rebuild the country. In this context, training organized for middle- to upper-level functionaries at selected development ministries, such as the Ministry of Health, could help establish the capacity, for the first time, to gather, publish and analyze national statistics. This capacity has long since existed in Senegal, having one of the most experienced civil services in West Africa. It is possible that a comparative determination of the absorptive capacity of the Civil Services in Chad and Senegal would have concluded that Senegal had a higher potential than Chad to put to use modern management skills acquired by its upgraded bureaucrats. But in reality, is the absorptive capacity of Senegal's public service *lower* than Chad's due to Senegal's entrenched, antiquated management systems inherited from France, unmotivated personnel with low salaries and little hope for advancement, and the *perception* that "after 35 years of independence, nothing ever changes?" A more comprehensive, statistically representative survey of Senegalese returned participants in the public service might confirm our conjecture as to why efficiency improvements, although relatively high, were considerably lower than in Chad's less "developed" bureaucracy. Given USAID's significant investment in strengthening Senegal's government services in health and agriculture, such a study would provide insight in planning future programs.

Below are a few of the solutions and innovative ideas introduced by returned participants disclosed during interview sessions and focus groups. They are included to provide anecdotal evidence that organizational improvements were made as a result of training.

INNOVATIONS INTRODUCED BY RETURNED PARTICIPANTS

- Streamlined intra-office communication flow which greatly reduced paperwork
- Established travel and schedule planning at senior level so that work could continue in absence of top official
- Introduced materials produced on computer software explaining the activities of the office
- Developed regular planning sessions with staff with clearly defined objectives
- Empowered staff to take on responsibilities and carry out tasks independently
- IEC techniques learned by 400 health professionals from Senegalese trained by USAID credited with increasing attendance rate at FP centers to 80%.
- New venture capital mechanisms and creative financing solutions learned during training helped AGETIP in its employment generation projects
- New diagnosis methods were mastered by Senegalese agricultural researchers in the U.S. which directly led to the introduction of virus-resistant crop varieties
- As a result of a 1-month, third-country training program, trainees completed a feasibility study to produce wooden poles (imported by telephone and utility companies) in Senegal at a Eucalyptus plantation and processing facility.

B. Conditions of Training

As noted above, impact can occur at Levels 2, 3 or 4, although for the purposes of assessing *development impact*, evaluators of donor-funded training try to focus on the change induced at institutions by returned employees (Level 4). A host of elements contribute to the success, or failure, of a training program. Variables such as length and place of training, specificity of design, selection, link to institutional and individual needs, and employer involvement play major roles in the training equation. Although no one doubts the power of these "conditions" to affect training outcome, no single factor can be held responsible in the end.

The Team sought to identify key variables that might provide insight to the training management process. Were there correlations between Level 4 impact and selection, involvement of employer in the training design, or any of the other "conditions" to training? The Team was able to sketch a picture of the training process through carefully-worded survey questions which subsequently allowed for cross-tabulations of the variables to explore whether any correlations existed between "conditions" and "impact."

For the question in Table IX, respondents were limited to two choices, with the interviewer in most cases deciding which one best represented the situation. The objective of this question was to determine whether the participant initiated the training program, and was *the driving force* behind the training. If the beneficiary of the training was the motivating factor for obtaining training, to what extent can the institution be a stakeholder in the investment? To merit a "yes" for the first answer, participants had to demonstrate to the interviewer that their institutions did *not* initiate and follow-through on the training idea. The second answer included virtually every other option, including being nominated by USAID directly without

initial endorsement by the employer (a not uncommon occurrence in Africa in the "race for training awards").

Twenty-eight percent of the survey universe took responsibility for identifying and pursuing the training opportunity. As illustrated, there were considerable diversions among the categories. Women at the rate of nearly double that of men took charge to ensure that their programs materialized, as was also the case for long-term over short-term participants. Team members were careful *not* to select the first answer if participants merely "identified" a training course or degree, the funding for which the institution subsequently pursued on their behalf.

Table IX: Participant Involvement Identifying Training

Questions 45-46: "To what degree were you involved in the choice of your training program?"
(A) "I identified the program myself."
(B) "I was proposed by another."

Group	A	B
	%	%
All Respondents	28.0	72.0
Male	24.4	75.6
Female	44.4	55.6
Long-Term	41.7	58.3
Short-Term	20.3	79.7

The issue of selection can be indicative of an institution's interest in a participant's training. It can also reflect aspects of USAID's training practices in the country. For example, were USAID to unilaterally select all candidates, an evaluator could conclude that little collaboration was taking place between the donor agency and the beneficiary institution, which may well compromise the potential for training impact in a designated USAID development sector. The responses to which entity selected the participant indicated the following:

- "Who selected you: USAID, your institution, or other" (N47-49)

Women were more likely (44.4%) than men (31.7%) to be selected by USAID. Did women seek out USAID involvement in selection because of their doubts about being nominated by their employers? Were they influenced by USAID's announced policy encouraging women to apply for training? It was not surprising that long-term participants were selected by USAID at more than twice the rate (58.3%) than short-term trainees (20.3%). There is traditionally greater involvement by USAID in academic selection reflecting the greater investment in an individual as well as different selection procedures. Degree candidates are likely to pass through the rigorous steps of AFGRAD and ATLAS selection, whereas short-term trainees may be nominated by government for USAID approval. Even if USAID is proactive in selecting short-term candidates, as it may be in Senegal, the tendency remains strong to scrutinize less carefully the nominees for a month-long course, even though a 2-month technical training program can cost as much as a 12-month academic placement.

Related to employer involvement in the participant's training is the issue of the existence of a selection committee. Correlations have been noted in previous impact assessments (Camer-

oon) between selection by committee and impact. The hypothesis is that a formal committee is likely to establish criteria, consider candidates without reference to ethnic or parental affiliations and ensure that the training objective relates to the employer's, and candidate's, needs. The answers to the question, "did your training request pass before a selection committee?" (N50), turned up the following:

- participants from the health sector were less likely (71.0%) to be selected by committee than those from agriculture (94.7%) or environment (79%).
- short-term participants were selected less often by committee (64.1%) than long-term degree candidates (91.7%).
- no significant variation turned up between male and female respondents

Whether training is designed to address needs which were assessed in some fashion (formally or informally) is central to achieving impact. Without knowing the needs of an employee, an institution, or a sector, inducing change through training becomes a shot in the dark. Impact may occur, but it will undoubtedly be incidental, or not attributed, to the sponsored training. The survey asked, "Was the training linked to a needs assessment of your organization?"

- overall seventy-eight percent of the survey population indicated that training was linked to a needs assessment, an impressively high figure;
- long-term participants indicated a link to needs assessment at a significantly higher rate (97.7%) than short-term trainees (64.1%);
- No other important variance (male/female or by sector) occurred.

What is meant by "needs assessment?" Time did not permit delving into this important issue with participants, who appeared to understand it to encompass a training plan, a perceived need (such as for a technical expert in marketing, soil science, etc.) or a self-evident need (more people updated in the latest computer applications for national health statistics). It is the fervent hope of HRD professionals that institutions sponsoring training of any type begin with a needs assessment, written if possible, prior to embarking on design, recruitment, selection or implementation. It is the *sine qua non* to improving the odds of positive development impact flowing from quality training. It is regrettably all too often a weak link in USAID-sponsored training.

A series of questions, addressed below, were designed to determine the employer's level of involvement in the training of its employee. A few participants from Phase I were selected as students under early "umbrella" training projects, such as ASPAU and AFGRAD, which were guided by manpower studies detailing national human resource needs by development sectors.

Replacement of expatriate experts by qualified nationals was acceptable justification for many of these early HRD efforts. Now that this laudable goal has been largely achieved throughout Africa, training must be geared carefully to specific, identifiable institutional and sector constraints. The extent to which institutions are involved in the management of training therefore becomes a key factor in linking training to development impact.

- "During training was there any follow-up regarding the content or the arrangements of your program by USAID or your employer?" (N60-61)

Strong follow-up during training, where the institution tracks the employee's progress and prepares the way for reintegration, is known to increase the likelihood that impact will occur. Questions dealing with employer involvement are equally valid for short- and long-term trainees. What does the data show?

A high number of respondents (between 70% and 73% overall) indicated that there was follow-up by USAID or their employer during the training program. There was little variation by strata in the frequency that USAID was selected over the employer as the agent undertaking the follow-up. Only the short-term participants selected USAID less often (67.2%) than the general population (73%). Interviewers and respondents could select "Yes" or "No" for each institution, allowing participants to indicate there was no follow-up at all or that both USAID and their employer monitored the training.

More variation appeared in the data when comparing participants who checked "employer" as the origin of follow-up. Here women reported less employer interest (only 16.7% checked "employer" to N61) than men (32.9%), corresponding with other data (for instance, in Table IX) demonstrating that women have to take more initiative in identifying training and following-through on the arrangements than men. Long-term participants reported more employer interest (38.9%) than short-term trainees (24.2%), which conforms with other indications that degree candidates were selected by committee and had training related to needs assessments.

- "Were you integrated back [into your institution] upon return from training?" (N62)

Since short-term training leaves little time for participants to be forgotten overseas by their home institution, it is best to select only respondents from degree programs in analyzing answers to Question No. 62. Overall an impressive number of Senegalese long-term participants (87.0%) were integrated back by their employer. When considered in conjunction with the low "non-return rate" (i.e., participants who do not return upon completion of their sponsored degree) recorded for USAID/Senegal, the data demonstrate a crucial precondition to impact not always found in Africa: *a high percentage of participants return home*. Unlike training programs in Tunisia, Egypt or recently Ghana, where high non-return rates threaten any development impact occurring, USAID/Senegal can rest somewhat

reassured. It is possible that the tendency in USAID/Senegal's program to involve employers and target training to specific sectors contributes to a high rate of return.

Re-integration of participants after training is an insufficient condition for impact to occur. In the case of Senegal, the Team recognized that interviewees understood *reinsertion* (in French) to mean that they returned to their employer which, in most instances, was the Civil Service. Left unanswered was whether their skills and knowledge were utilized or innovations taken seriously.

A question comparing the level of responsibility assumed by the participant before and after training was not included in the survey instrument. The Team felt that answers to a question such as, "Did your job responsibilities increase after training?" would be heavily biased, possibly reflecting employee disgruntlement (lack of promotions, disinterest from the top in improving government services, etc.). Moreover, the question is fraught with problems not unlike queries about promotion: on what grounds was the promotion (or an increase in job responsibilities) made and did performance improve or efficiency increase at the individual or institutional level? Tracer studies of returned participants often concentrated on these issues, drawing the assumption that training was linked to the job change or that the job change resulted in improvements.

More interesting is the ranking of employer's interest in the returned participant:

- "What was the degree of interest shown by your employer upon your return from training: Strong, Moderate, or Weak" (N65-67)

Overall, sixty-eight percent of respondents claimed their employer manifested a strong interest. The long-term participants surveyed reported considerably less interest from their institutions: only half checked "strong" and fully one-third marked "weak." Does USAID do enough to promote regular contact between employer and participant away for two to five years? Short-term trainees indicated stronger employer interest in their training (78.3% strong and only 8.3% weak). Consistent with its showing in other cross-tabulations, participants from the sector "Environment" reported very low employer interest (they had also shown fewer performance improvements and a lower rate applying skills learned): 40 percent "strong" with "moderate" and "weak" equally divided.

One of the more complex cross-tabulations performed revealed a correlation between the amount of interest shown by an employer in a participant's training and the likelihood of a change in performance, as reported by the returned employee. Table XX singled out as a subset *only those participants who indicated no change in performance*. It then compared their answers to key answers with those from the entire group, to explore which elements affected the lack of performance improvements. Five questions produced response rates with variances between the subset and the total group. The first entry on the table shows that of

all the respondents reporting *strong* interest by their employers, only 25 percent said they failed to improve their performance. In contrast, 70 percent of the entire group reported "strong" interest by their employer (and 85.6% of all respondents reported performance changes, as shown in Table VI). The rate of reintegration into the work place differed substantially as well between those indicating no change in performance and the overall group: only half were reintegrated (among those indicating no performance change) compared to 86 percent for the group. The other three examples show the same trend, although with less divergence between the subset and the group.

Table X: Relationship Between Performance Change and Employer Interest

Participants Interviewed who Indicated ...	% Reporting No Change in Performance	% Reporting from All Part.
strong employer interest in their program (N65)	25	70
they were reintegrated into the workplace (N62)	50	86
they returned to their original employer (N63)	70	81
they were selected by committee (N50)	60	70
they had a needs assessment (N51)	70	77

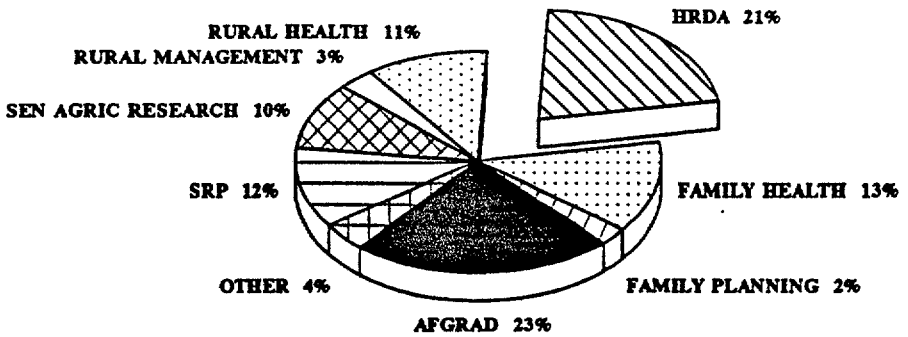
C. Results by Strata

The analysis path employed in Section A above is guided by the four Kirkpatrick levels. It culminates in an assessment of the results of training on institutions. Section B explores the relationships between *conditions of training* and development impact. As a complement to, and verification of, the findings noted up to this point, the Team considered the data in by strata or subset as well.

1. Projects, Institutions and Sectors

Thirteen projects sponsored the Senegalese participants surveyed, as shown in the pie chart below. Several projects are clearly associated with a sector, such as agriculture, whereas others embrace several sectors or focus on the most qualified beneficiaries. For instance, HRDA incorporates mandates to strengthen the private sector through training yet may do so within the health or natural resources sectors. Similarly, AFGRAD sought the "best and brightest" candidates to train them in a broad range of "development fields."

Chart III: Projects Represented in Survey



(See List of Project Names in Annexes)

Taking the major sector-based projects in agriculture, environment and health, and adding two cross-cutting projects (AFGRAD and HRDA), the Team analyzed a number of key variables. Questions from each impact level (see box) were selected and cross-tabulated by sponsoring project.

The data led to two findings associated with Levels 1 and 4. First, HRDA participants rated their training programs lower in quality (Level 1) than those funded by the other projects (65.4% compared to an average of 87.3% for the others). When HRDA participants were disaggregated for further analysis, no other variation (such as existence of needs assessments, selection committee, explicit training objective, etc.) emerged to explain the divergence. Second, health participants reported a significantly lower level of effectiveness improvements (Level 4) at their institutions than the others. Roughly half (53.6%) of the participants whose training was sponsored by health projects reported institutional improvements, compared to 61.6 percent for HRDA and 88.8 percent for agriculture and environment.

Questions Selected By Impact Levels	
L1.	"What is your assessment of the quality of the training program?" (N68)
L2.	"Did you acquire skills that were useful to your work?" (N72)
L3.	"Did you apply these skills in your work?" (N74)
L4.	"Concerning the effectiveness of your organization, did the training produce any positive effects?" (N85)

Data from health participants associated with Levels 1-3 conformed closely with the other projects. Only when queried about the results from their acquisition and application of skills and knowledge did the health professionals surveyed depart from their counterparts in other sectors, as explored in the discussion earlier (see page ?).

2. Gender

The effect of gender in determining impact from training has been raised several times during the analysis of data in this chapter. As noted, women were more frequently selected by USAID than by their institutions for training and they were more proactive in identifying their program than men. Women also reported significantly less Level 4 impact (improvements in efficiency, productivity and profitability) than men. Were there other indications of the effect of gender on impact revealed by the survey data, focus group or individual interviews?

Fewer women were trained in Phase I than in subsequent phases, and no women from Phase I were surveyed. The following variables produced manifest differences in response rates between men and women:

- Women (83.3%) reported that needs assessments were conducted relating to their training more frequently than men (76.8%) (N51)
- women (88.9%) were more likely than men (76.8%) to have explicit training objectives (N52)
- More women (94.4%) reported that training improved their performance than men (83.5%) (N83)
- women (50%) were employed by the same organization which sent them for training less frequently than men (70%) (N63, long-term participants only)

In light of the importance of increasing the participation of women in USAID/Senegal-funded training programs, it is unfortunate that a more in-depth analysis of the development impact of participant training on women based on a larger sampling was not possible. With only 18 women in our survey, only inferences, rather than solid conclusions, can be drawn from the data above. Furthermore, the sampling of women contained a larger number of participants from the private sector (11.6% of women) than the male subset (6.1%), and of the small sampling of the for-profit subset of the private sector, women made up roughly 28 percent.

A special focus group was organized with women participants as a way of supplementing data from the questionnaire. Although the turnout was smaller than desired (5 women) due to coinciding U.S. and Senegalese holidays, important information was gleaned from the rich discussion which took place. As is heard in many countries, women feel marginalized from decision-

> *Even though I returned with the much-appreciated MBA degree from the States, my job responsibilities have not changed. In fact, my boss is more threatened by my marketing expertise than before. Only once did he call on me - to help negotiate a tariff agreement with a U.S. company for three weeks. And that was only because I was the only one who spoke English!*
>
> A female professional from a parastatal

making, and possessing the appropriate degree, skill or expertise do not in themselves overcome the impediments to change. Perceptions persist that no matter what level of competence is attained, the structure remains male-dominated and impenetrable to qualified women (see box).

Faced with these constraints, women seek to control their affairs by creating businesses as a substitute or supplement to their jobs (as civil servants, teachers, government health technicians, etc.). Under these circumstances the responsibility of USAID is to continue to seek women candidates for training while monitoring their fate after reintegration after training. In cases where USAID has made an investment in one participant's long-term training, at a cost of over $100,000, close attention must be paid to ensure that the country, the sector and the institution benefit. Where U.S.-trained Senegalese are marginalized from power, especially in government agencies, USAID should consider high-level intervention to help senior officials understand that the results are being monitored. Where necessary, USAID can consider making future training awards contingent on corrective action on the part of senior officials to use existing, trained human resources.

A single question was asked in the survey to learn whether training contributed to a change in the way women are perceived in development:

- "Did overseas training change your idea of the role of women in development?" (N89)

Only 44.4 percent of the respondents answered positively to Question 90. Among women only, 62.5 percent believed training affected their idea toward women in development, whereas among men, only 40.5 percent agreed. When disaggregated by training types, participants (both men and women) returning with U.S. degrees were only slightly more positively influenced (51.4%) than short-term trainees (40.0%) about women. But the data collected does not offer compelling information on the degree to which training influences participant beliefs about the role of women in development.

The open-ended examples to this question (listed in French in the Annexes) cite the impression that U.S. women are freer, contribute more to the economy and can do the same work as men. These perceptions, when combined with the survey results, indicate that the training "experience" has had an effect on participant ideas about women, but that the specific training undertaken may not have directly contributed to this change. The question remains unanswered.

3. Private Sector

As a percentage of overall training funds spent since 1961, a small portion has benefitted the private sector. The best PTMS data available indicate that 29 percent of all *participant trainees* have been entered into the tracking system under "private sector." However, this

rubric includes participants from the Senegalese civil service who work in positions or ministries *which affect the private sector directly*. It also includes government employees selected from the many state-owned enterprises for training. If these "non private-sector" participants, whose work may or may not affect the development open markets and an enabling environment conducive to business promotion, were disaggregated from the PTMS reports, it is likely that the number of "private-sector participants" would diminish substantially.

The survey instrument included a series of questions designed for business people. However, only seven participants were surveyed from the "for-profit" sector. Consequently, the data generated draws from such a small sampling as to provide a dubious foundation for analysis. The Team attempted with little success to increase the number of entrepreneurs and participants working directly for private firms in the sampling.

Of the 100 participants interviewed, only 18 were working outside government, further broken down as follows:

- 7 from for-profit firms;
- 7 from state-owned enterprises ("parastatals"); and,
- 3 from private agencies (international agencies or NGOs)

In light of the small showing for entrepreneurs, data gathered about the size of firm, number of employees, contracts obtained during U.S. travel and position occupied by the respondent did not provide for useful analysis.

4. Training Period

There were few variables which turned up significant response differences according to the phase during which training took place. Undeniably, the earlier training programs relied more on general convictions of Africa's manpower requirements and less on needs assessments or sectoral human resource constraints. Taking long-term participants only, 23 percent of Phase I had needs assessments compared to 89.5 percent for Phases II and III. The Level 4 impact reported by Phase I participants was slightly lower than for the later phases, but it is difficult to draw conclusions from the small number of the earlier trainees.

5. Training Type

The positive impact of training on the effectiveness of institutions was greater among LT participants than ST. This was revealed in the data and confirmed during interview sessions.

Assistance provided through training to recognized, relatively autonomous institutions, such as ISRA and ENEA, appeared to produce more lasting results. The effect of degree training on these organizations was significant.

6. Focus Groups

The Pittsburgh Group

Representing an exceptionally dynamic group, these participants provided example after example of satisfaction with their training, of acquired learning, of performance, and even of organizational results. They were direct testimony to the effectiveness of the Pittsburgh training method and indirect testimony to the quality of trainee selection for the program. As a group they reinforced a point of view heard repeatedly from individuals: that the U.S. style of management is vastly more direct and practical than that practiced either in Senegal or in Europe. The U.S. model apparently served them well in their careers.

The MBA Degree Group

This group comprised five Senegalese women, all of whom completed their degrees at U.S. graduate schools of business. Not one of them found employment in the for-profit private sector, and all but one work for foreign assistance organizations or diplomatic agencies. Because their training is recent, it is premature to judge the value of their experience to Senegal (or to the U.S.). All of these returned participants expressed disappointment in the negligible use of their skills by employers. One of them felt that she was unable to apply any of her knowledge in her present work. Short-term impact will not be forthcoming from this group, and this may be a lesson in planning. There is little evidence that these participants had been selected for long-term academic training in response to specific needs or objectives.

The Judges

Twelve Senegalese judges were sent on study tours to the United States to learn about judicial processes which underpin a democratic system. They spoke with enthusiasm about their experience and they attested that they acquired knowledge during the trip. When pressed to give examples of the usefulness of the study tour to their work, however, the judges were unable to respond in sufficient detail. By applying the grounded analysis technique, the interviewers were able, in this example, to discriminate between enthusiasm for an exciting learning experience and acquired knowledge leading to positive effects on the institutions targeted. In short, the judges study tour was a limited training success in that impact at a personal level did not translate into work place improvements.

D. Comments on the Management of Training

Only in the last few years have training offices been asked to compile evidence of impact from its human resources development activities. Today Missions are required to track the impact of assistance in its strategic sectors and with selected target groups. The Africa and Global Bureaus have offered to help by equipping Missions with improved data collection capacity (PTMS), computers to track information and upgrade the process (largely through HRDA), and additional staff to handle higher training levels – both in–country and out–of–country.

No longer viewed as detail–oriented "processors of last resort" by Mission technical offices and project contractors, USAID training and HRD experts are increasingly considered "recognized authorities" in training design, recruitment, selection and follow–on. Advice and input from the training office is routinely sought when formulating new project designs, or in selecting and placing short–term and degree candidates proposed by USAID technical offices. In the re–engineered Mission, training is considered cross–sectoral with a training specialist within each Strategic Objective Team to coordinate with the Training Office.

As USAID/Senegal's training portfolio grew, it developed its training management capacity. Beginning in 1988, the HRDA Project provided the Mission with a convenient mechanism for Missions to upgrade training staff and improve computerized monitoring.

Among the most important responsibilities of a Training Office, recruitment and selection of candidates for sought–after training awards generally take first place. It is at this sensitive and vulnerable point where USAID meets employers and employees searching for training opportunities – in effect, where supply converges with demand. Since an overwhelming percent of training in Senegal has targeted the public sector, issues surrounding recruitment, selection and reintegration have dominated this relationship.

The scope for this report does not include an assessment of the strengths and weaknesses of the Mission's implementation its participant training programs. However, the data collected during the survey shed light on several issues concerning implementation. These are summarized below:

- A high number of participants surveyed were selected by a committee (74.0%), which attests to the Training Office's commitment to proper training management;
- Seventy–eight percent of all respondents reported that a needs assessment accompanied their training;
- Eighty percent stated they had explicit objectives defined for their training programs;

- Seventy-six percent believed that the training undertaken addressed a real need in the participant's organization.

These favorable response rates indicate that an acceptable level of appropriate training management is occurring within USAID. However, a government selection committee which works behind closed doors, or an institutional needs assessment conducted by a donor without input from the employer, do not result in high impact training. In laboring to institute proper training processes with government, the Mission must continue to insist on the fundamentals (needs assessment, recruitment, selection, design, monitoring, etc.) without which USAID's investments will not yield commensurate benefits.

E. Summary of Findings

Overall

- Agriculture, environment and health were the priority development sectors targeted for USAID-sponsored training.
- Most training took place in the United States, with Africa-based programs limited to short-term training.
- USAID/Senegal's considerable investment in long- and short-term participant training yielded significant results in terms of strengthened institutions and increased human resource capacity.
- Participants gave high marks to training quality overall, although HRDA-funded participants rated their programs considerably lower in quality.
- The skills and knowledge acquired were useful.
- Participants were able to apply their new skills both on the job and, in many instances, outside the work place.
- Training improved job performance according to a high percentage of participants surveyed.
- There were positive effects of increases in job performance on the efficiency, productivity or profitability of the participants' institutions.
- Participants from the "environment" sector (which included natural resources) reported less impact from training than their colleagues from agriculture.

- The positive impact of training on the effectiveness of institutions was greater in sectors related to agriculture and environment than health.

- The positive impact of training on the effectiveness of institutions was greater among long-term participants than short-term.

- The positive impact of training on the effectiveness of institutions was greater among those who reported a higher link between training and needs assessments.

- Respondents who indicated a training impact on the effectiveness of institutions were more likely to be selected by committee and demonstrated a greater link between training and needs assessments than the overall population.

- USAID or employer monitoring occurred during most training programs.

- Degree candidates were more often selected by committee and had training related to needs assessments.

- Long-term degree participants frequently faulted USAID for not maintaining substantive, regular contact with U.S.-educated Senegalese; few follow-up training or research possibilities are offered to highly-qualified U.S. alumni.

- Participants indicating *no performance change* after training reported less interest shown by their employer, returned less often to that employer, were less frequently selected by committee and had fewer needs assessments than the overall survey population.

- Effective training management by USAID was illustrated by the data showing that high percentages of participants had needs assessments, were selected by committee, received monitoring support during training, returned to their employers, etc.

Gender

- Although progress has been made more recently, targets to increase access to participant training for women established by HRDA (35%) and endorsed by USAID/ Senegal were not met, either overall or by sector, according to PTMS data.

- Fewer women were trained in Phase I than in subsequent phases, and no women from Phase I were surveyed.

- Women were more actively involved in identifying and following through on their program than men.

- Women reported that needs assessments were conducted relating to their training more frequently than men.

- Women shared their skills and knowledge acquired during training less frequently than men.

- Women were more frequently selected by USAID than men, who were more frequently selected by their institutions.

- Women reported a significantly lower level of impact at the institutional level related to their training, even though women were employed by the same organization which sent them for training more frequently than men and were more likely to have clear training objectives.

IV. RECOMMENDATIONS

1. Evaluate carefully the prerequisites for successful training as the Mission prepares for a new activity or monitors an existing project. These "preconditions to high-impact training" include understanding institutional needs, stating the training objectives, overseeing disciplined selection, and aligning training closely to USAID strategic objectives.

2. Identify exactly the impact sought from training at the levels of *learning*, *performance*, and *results* and have a plan to *measure the gains*.

3. Concentrate training on selected institutions with demonstrated absorptive capacity in USAID strategic sectors.

4. Fine-tune training plans and candidate selection to ensure direct link to strategic objective.

5. Insist on careful, explicit training objectives linked clearly to a needs assessment at the institutional level and a career plan for the individual.

6. Rethink present follow-on approaches and find new ways to leverage the large human capital investments made by USAID in Senegal, such as: substitute the routine end-of-training written reports with structured, in-depth interviews with each returned participant or group at three stages: during training (by telephone or email), just after return and 6 months after reintegration. Evaluate performance periodically to learn which training works best.

7. Consider contracting out locally the responsibilities for specific follow-on tasks so that they will become an integral part of USAID's training activities; the contractor could collaborate closely with existing alumni groups as well.

8. Link additional training to the impact the participant has demonstrated since returning.

9. Consider establishing a "post-training" fund to support research and practical training specifically for returned participants with graduate degrees who have not returned to the U.S. in a number of years; criteria for the award for these grants could be developed drawing on the experience gained from the ATLAS "Post-Af" grant and with help from the Global Bureau's HRDA Project.

10. The tendency lingers in many USAID Missions, especially with the ATLAS Project, to set aside training funds for outstanding nationals with impressive academic potential. For years, this "best and brightest" approach to long-term training dominated. While

the approach has merits, it is not congruent with demands to measure development impact from training taking into account declining budgets and weak local institutional capacity.

11. Define the objectives for long-term academic programs and link them clearly (and in writing) to the Mission's strategic objectives.

12. Resist funding for doctoral candidates without extensive justification as to the need, anticipated application and sustainability of the benefits to be derived to the institution, to Senegal's sectoral needs and to USAID's strategic objective; benefits accruing to the individual should be de-emphasized in conformity with the recent emphasis on high-impact training.

13. Redouble efforts to see that returned participants are given positions of responsibility commensurate with their degrees. Organize high-level USAID interventions with Senegalese organization heads whose staff do put to use the advanced skills and knowledge gained during training.

14. Make a no-compromise pact, within USAID and with the GOS, to increase the participation of women in training programs. Senegal boasts an educated, active female workforce; there is no excuse for USAID not reaching its minimum targets. USAID/Senegal remains behind other African Missions in meeting mandates for women training.

15. Elect to organize study tours with great caution: they tend to be an unfocussed avenue for training. Ensure that study tours organized point to specific, clear learning objectives, which should in turn lead to stated changes in job performance or attitudes.

ANNEX A

Measuring Impact: the Kirkpatrick Model

Largely through its institutional contractors, USAID has essayed various means to assess the impact of its investment in training. While some of the means proposed reveal considerable insight, none has established itself firmly in the minds of project officers or other development professionals intimately involved in human resources activities. To address this subject of primary importance to USAID, human resources and management experts at AMEX International are urging adoption of a proven corporate evaluation model. Known as the "Kirkpatrick Model" after its author,[2] the methodology suggests that impact from training is subject to evaluation at four levels. These levels are:

Level 1: *Reaction*
Level 2: *Learning*
Level 3: *Behavior (Performance)*
Level 4: *Results*

We offer below a brief description with examples of each level and indicate the questions from the survey instrument which address illustrative levels.

LEVEL 1: REACTION

This level simply appraises the trainee's reaction to the training program: is the trainer competent, are the facilities adequate, are the subject matter and pace of teaching acceptable? Much of what in USAID is called "monitoring of training" occurs at this level. Reaction is important, because satisfaction is a condition for effective learning. In the questionnaire for this research, we inquired about the level of the participant's satisfaction with his or her program.

Example: Reaction

A company sends its staff of accounting clerks to a three-week course to learn financial software. The employer monitors reaction to the course after the first few days and upon completion. Early signs of dissatisfaction might point to weaknesses that can be quickly rectified. Dissatisfaction compromises learning.

[2] Donald Kirkpatrick first outlined the model in a 1959 article at the University of Wisconsin. Since then he has published several papers on the subject in *Training and Development*, the journal of the American Society for Training and Development. Recently, Mr. Kirkpatrick published his first book, *Evaluating Training Programs: the Four Levels*, (San Francisco: Berret-Koehler, 1994).

LEVEL 2: LEARNING

Training is used to transfer knowledge, build skills, or change attitudes. In order for training to be successful, learning must occur. Learning can and should be tested. Normally the training provider should have first-line responsibility for demonstrating each trainee's absorption of the subject taught; the employer should also seek to evaluate what a trainee has learned. Our questionnaire addresses Level 2 directly through a grounded analysis inquiry into what useful knowledge the participant acquired during training.

Example: Learning

The employer presumably enjoys the right to ask the training provider to test the learning of the trainees. Can they use the software? Are they now able to do journal entries, conduct trial balances, provide balance sheets and P & L statements on the computer? Such testing is not meant to grade trainees but to know if the course has achieved its objectives.

LEVEL 3: BEHAVIOR OR PERFORMANCE

The first evidence of the payoff of training is lodged in new behavior of the trainee. In what fashion has the trainee applied the acquired skills or knowledge on the job? We are not asking questions at this point about the benefits from training accruing to the trainee's firm or organization; we are exploring whether training has induced any behavior changes. The applicable question in our survey (No. 83) asked that each participant give a concrete example of how training changed performance.

Example: Behavior/Performance

When trainees return, their employers will want to see evidence of improved performance, in this case a certain mastery of specific computer software designed for accounting. The employer will also want to see increased efficiency of the accounting staff. Are bookkeeping operations now computerized? Are individuals getting out their financial reports more quickly? More accurately?

LEVEL 4: RESULTS

When we disclose measurable benefits to a business or organization resulting directly from training, we have traveled the path of impact as far as circumstances normally allow. At this level, we show that the new performance of a trainee or group of trainees has improved the efficiency, productivity, or profitability of a business or institution. Usually this is the final level of payoff for training, for once we venture beyond an organization to a sector, or nation, many variables impede attributing a given change to the training intervention alone. In the survey instrument, participants were asked to supply one or more specific, preferably measurable, examples of how some benefit accrued to their organizations as a result of their improved skills, knowledge or attitudes directly induced by the USAID-sponsored training.

Example: Results

The employer will want to assess, formally or otherwise, whether the performance of the individual bookkeepers and accountants, improved through training, has translated into measurable benefits for the institution. Are customer invoices sent out more quickly and tracked more efficiently, resulting in earlier payments which ease cash flow constraints? Is the accounting department able to produce accurate, more comprehensive reports enabling management to plan and maximize the organization's financial and human resources? Are waste and corruption better controlled? Are the quantifiable gains to the business as a direct result of the training greater than the costs of the training?

Level 4 evaluations (results) are often either ignored or, curiously, put forth as the sole valid measurement of the training program. Both approaches are wrong. To disregard Level 4 is to overlook the highest potential payoff of training. On the other hand, to judge the success of a training program exclusively by the benefits it has brought to the trainee's employing institution is to slight the benefits of training at all other levels and to risk judging as a failure training which has achieved its objectives. If, for example, five civil servants were sent to learn wordprocessing but returned to their workplace to find no operational computers, the training cannot be held to blame for either lack of performance or absence of results. (The management of the training would be, however, faulty, in that effective planning for training should evaluate the needs and capacity of institutions targeted for strengthening.)

Donor agencies, and USAID in particular, strive to report successes at the highest level of impact. The present research has sought to disclose such successes where they can be accurately described by return participants. In using the Kirkpatrick model, we have also ensured that the successes of training are reported at the levels of learning and performance. It remains the primary challenge of the donor agency to establish the best possible conditions for allowing the performance of return participants to boost organizational results.

USAID is also responsible for reporting on the impact of its interventions at the level of sectoral or even national goals. Such reporting, for projects and non-project assistance, is fraught with issues of causality and attribution, and the logical framework exercise recognizes these issues. The same applies to training. It is often difficult enough to track the direct effect of a training program on an organization; except in rare instances, one should despair of attributing broad sectoral gains to training. To do so, even with the best intentions, does training a disservice; for the logical converse is to blame training as ineffectual when losses occur.

The impact of training is revealed through convincing evidence, not absolute proof. The Kirkpatrick model, adopted by AMEX International for this assessment, offers a cogent sequence for disclosing evidence at levels of increasingly significant meaning for development programs.

ANNEX B

Review of Recent USAID Training Impact Assessments in Africa: Chad, Cameroon, Tanzania, Rwanda and Swaziland

Background

Enormous investments have been made in developing countries over the last 35 years in human resources development. Thousands of citizens have received undergraduate and graduate degrees in the United States and "third countries" financed by USAID and their home country employers. Additional thousands of employees of developing country institutions have attended short-term training courses organized at U.S. universities, government agencies, and other public and private training providers. Since 1985 USAID's investment in training has grown to between 15,000 and 20,000 sponsored participants each year for these training programs.

Such significant contributions toward education and training merit careful evaluation by development planners to measure results and assess relative efficiencies among the various training options available. In the early years of USAID's involvement in the field, evaluation experts might have been satisfied with some of the following "criteria" often applied to justify investments in human resource development:

- has the participant returned to his or her employer and assumed a position of equal or greater responsibility?
- has the project trained the number of individuals called for in the design or obligating documents?
- is there a sufficient core of U.S.-trained technical specialists in key host-country institutions with whom USAID officials can find common ground in designing and implementing development assistance?

To measure these elements, USAID would fund "tracer studies" which follow participants through their career paths after returning from training. If the participants returned to the organizations where they had been employed, evaluators pronounced the project "successful" and presumed that skills acquired during training would positively affect the institution. Similarly, if external evaluators of a "non-training" intervention, such as an agricultural marketing project, concluded that the contractor trained the correct number of individuals to the required degree level in the fields identified and within the budget and time specified, the investment in training was deemed a success. The objectively verified indicators internal to the project's logical framework were applied and constituted the principal point of evaluation.

As pointed out in the evaluation by John Gillies of an HRD project in Kenya in 1991, evaluators have for years aimed at the "lowest common denominator" in evaluating the impact of training: a numerical test to determine whether, within the limits of the funds expended, the project delivered the degrees or training to the individuals selected. For projects designed solely to develop human resources in multiple sectors (such as AFGRAD, SHRD, and SMDP), evaluators often focussed on tracer studies to assess the impact of training on the individuals themselves.

To varying degrees, positive answers to these questions provided adequate evidence to continue targeting assistance for education and training. Moreover, a prevailing predisposition to consider investments in education as positive and "always worth it" diminished the urgency to justify even sizeable dollar allocations to human resources development. Some of the largest USAID human resource development efforts were supported by little manpower analysis and others did not even have a Project Paper. As noted in the Africa Bureau's first attempt to establish a comprehensive methodological framework for evaluating the impact of training, *A Training Impact Evaluation Methodology and Initial Operational Guide* by Creative Associates for AFR/TR/EHR:

> *without a theory, human resources development will continue to be, as it has for decades, an act of faith reflecting the maxim that education is an intrinsic good .... Without a theory, donors and host countries will continue to tinker at the margins of the existing system* (p. II-15).

Impact Assessments

Five impact evaluations of USAID-financed participant training have been completed prior to the Senegal assessment. To varying degrees, these studies applied the methodology summarized in the 1993 Integrated Methodological Framework developed by the Africa Bureau. Reflecting the expectations and needs of USAID management and peculiarities of the training offices, each Mission's Scope of Work differed somewhat in emphasis. Each evaluation was tied closely to Mission country-specific strategies and current portfolio requirements. The data available on returned trainees, and their reliability, varied considerably between countries. All of the evaluations used some form of survey instrument with individual participants, as well as with focus groups and case studies. Finally, the use and collection of primary and secondary data ranged between a little and a lot, resulting in evaluations that were primarily qualitative to increasingly, in the last few years, quantitative. These evaluations are briefly described below.

Chad: Impact Evaluation of USAID-Sponsored Training in Chad: 1983 - 1995 (April 1995)

This assessment, the first major review of USAID-sponsored training in Chad, examined training organized both in-country, in Africa and at U.S. institutions. The evaluation methodology employed was similar to what the same authors used for the Cameroon evaluation (see below). One hundred participants and trainees were interviewed in focus groups and individually, each one completing a questionnaire designed to follow the impact assessment guidelines by the Africa Bureau. Whereas in Cameroon working conditions allowed for travel and a more random selection of the target population, interviews of participants residing outside N'Djamena were impossible for the Chad analysis; furthermore, in-country training program had to be evaluated along with higher-cost participant training.

The report found that decisions taken by USAID/Chad's Training Office in the early years were the driving force in achieving high-impact training. For instance,

- groups of participants were trained in the same management techniques,
- only three ministries were targeted for training, and
- selection was transparent, orderly and credible.

The human resources development principle to train a "critical mass" of professionals in a set of similar management skills was applied to government services in health, planning and agriculture. Not only did the management and technical capacity of government services improve in the selected sectors, but the returned trainees formed a professional management association to foster broader application of modern management in Chad.

Another decision designed to jump-start training for a country barely out of civil war, limited funding for long-term training. Instead, the Mission opted for more immediate payoff by offering short-term, technical training to a "critical mass" of Chadian participants at selected institutions. Only 75 out of 560 Chadian participants attended degree programs, which were primarily undergraduate and exclusively at African universities.

Another innovation, noted in the assessment, was the transformation of the trainee selection unit within the planning Ministry. With assistance from HRDA, the committee evolved from little more than a rubber-stamp authority to a viable, respectable selection unit applying, in close collaboration with USAID, carefully-determined selection criteria against needs assessments to nominate public-service candidates for training. In no time other donors began channeling their candidates through this transparent, credible selection unit.

The report drew attention to USAID's lack of success in reaching out to women and the half-hearted efforts, although improved by 1995, to involve the Chadian business sector.

Cameroon: Impact Evaluation of USAID-Sponsored Participant Training in Cameroon: 1961-1993 USAID/Cameroon (November 1993)

The Cameroon Evaluation examined the overall impact of USAID-funded *participant training* since 1961 with a view toward increasing the impact of training in the future in tandem with rapidly evolving Mission development objectives. In contrast to the Chad evaluation and the Tanzania and Rwanda reports, the Cameroon study excluded in-country training from its purview. The objectives were to "determine the effectiveness and impact of the long and short term training done by USAID/Cameroon over the last thirty years; determine the impact of these training programs on human resources development in Cameroon; and, propose how USAID/Cameroon might proceed in developing future training programs."

Three standard data collection methods were employed: intermediate data analysis through the use of a survey instrument, case-studies, and secondary data analysis. One hundred returned participants were asked to complete a brief, largely quantitative questionnaire which, followed by a discussion during which the interviewer asked a series of supplementary questions. Only two focus groups were organized to collect data on groups of participants who shared similar training experiences (management training and long-term US-University degree training).

After extensive analysis of the data collected, the evaluation team distilled the principal conclusions concerning the impact of training on development in Cameroon since 1961. These findings were grouped by level in the development hierarchy: individual impact focussing on professional and personal changes; institutional level impact looking at the transfer of skills at the workplace; impact at the national level showing the possible effect USAID training had across institutions; and the impact of special training in management, women in development, and democracy and governance.

The recommendations from the report focussed on how to achieve high-impact training through continued targeted interventions with key institutions, a strategy for leveraging training investments through continued support for networks of returned participants, and specific suggestions for increasing training opportunities for women and the private sector.

Tanzania: Training for Impact: Impact Evaluations for USAID/Tanzania and Guidance for Mission Training (April 1993)

The Tanzania report was charged with "assessing the impact of HRDA and project-related training, and providing guidance to USAID/Tanzania regarding future training and development of a new CTS." Its scope was limited to assessing whether the management of training within USAID and among contractors supports (and tracks) project impact. The evaluation and recommendations are based on the new evaluation methodology, and the direction of the inquiry is forward-looking. The team did not develop a new survey instrument to question

returned participants and collect quantitative data with which to measure impact. The team relied on 151 questionnaires previously developed and administered by the Mission in 1991. With little baseline data on returned participants to compare to post-training information, and confronted with PTMS data which omitted significant amounts of non-HRDA training financed by USAID but implemented by contractors or Mission technical offices, the Tanzania team relied on document reviews and interviews with USAID officers, training managers, and government and institutional officials to reach findings and generate recommendations. Where adequate data was available, such as with HRDA-funded training, the team analyzed end-of-training questionnaires from returned participants and interview reports written by PIET on 17 returned EI participants.

Three focus groups, comprising a total of 26 participants, provided important information on individual and institutional impact from training. Impact evaluation was primarily of the HRDA project activities and, by definition, recent. The Tanzania evaluation is not an attempt to dissect the impact of USAID-sponsored training on Tanzania's development since independence.

Rwanda: Training for Impact: Country Training Strategy, USAID/Rwanda (December 1992)

The Rwanda report was a CTS which analyzed the results of USAID/Rwanda investments in human resources for the purpose of increasing the impact of future training through improved tracking and implementation. That report closely mirrored the Mission's CPSP, completed in May of 1992. It offered specific recommendations for each USAID strategic objective in order to increase the impact in projects being designed, and made operational suggestions to measure future training impact. The report is not an evaluation of the impact of past training in Rwanda; rather, it is a set of findings about training impact adapted to the Rwanda institutional and development environment, and correlated with USAID strategies. It draws on a methodology developed by Creative Associates in 1991, which was partially tested in Swaziland.

The Rwanda study did not collect new, primary quantitative data by administering questionnaires to returned participants or conducting long interviews. It concentrated on reviewing Mission data on all previously-known participant training. It reviewed USAID's strategic approach in detail, meeting with USAID officials and visiting selected institutions which are key to directing impact in certain sectors. The report assesses the management implications of "training for impact" and reviews current USAID options for improving implementation. In brief, the study introduced to USAID/Rwanda current methods and procedures tailored to the local setting, so as to assist the Mission in achieving (and tracking) a greater impact in future HRD projects and training components in sector-specific activities.

Swaziland: The Impact of Training on Development: A Study of the Impact of USAID-Sponsored Training Initiatives in Swaziland (November 1992)

The first in the series was the Swaziland evaluation, which was organized around the institutions in which the participants were, or are, employed prior to, or after, training. Its purpose was to study the impact of training from all projects on development in Swaziland since 1971. Since a tracer study had been conducted of all Swazi returned participants, the impact evaluation was not intended to repeat quantitative data gathered during that report. The Mission hoped that by analyzing the impact of training, rather than the locus of the trainees, it could reinforce the design of future HRD projects and improve impact indicators. For Swaziland, the evaluation included in-country, in addition to, participant training.

The Swaziland evaluation relied heavily on data previously collected which examined training outcomes rather than impact. The team identified 16 Swazi institutions with a concentration of USAID-trained participants and a sufficient track-record to indicate institutional capacity. Institutions were also selected so that USAID priority development sectors (agriculture, health, education and private sector) were represented. A distinguishing factor in the Swaziland report was its attempt to track impact by including in its survey group Swazi managers who did not receive USAID-financed training and by interviewing supervisors of returned participants. Each institution's organizational characteristics were carefully presented in an effort to disaggregate impact and, to the degree possible, attribute causal links.

The Swaziland evaluation team hand-tabulated its data, collected primarily with open-ended questions. A total of 98 individuals were surveyed and the findings were presented in the framework of case studies of each institution.

ANNEX C

Profile of the Evaluation Team

Human Resources Development Evaluation Specialist: Andrew C. Gilboy (Team Leader)

Mr. Gilboy is a human resource development specialist, with 25 years of experience in the planning, coordination and evaluation of development assistance projects in training and human resource development, institutional development and private-sector activities. Since early 1990, Mr. Gilboy has concentrated his consultancies on assessing the training needs of private firms and on human resource development project design and evaluation for USAID missions, including designing and conducting comprehensive business surveys in Morocco and Zimbabwe. He has also analyzed the impact of human resource development initiatives on employment and private-sector growth. As Human Resource Development and Private Sector Officer for USAID in Mauritania for 3 1/2 years, he directed a $14 million portfolio of education, research, training and business promotion activities. For three years he headed a project based in Washington, D.C. to provide advanced training of black South Africans at American universities. Mr. Gilboy is fluent in French and Wolof and has worked and travelled throughout Africa and the Middle East.

Training Program Evaluation Specialist (U.S.-based): Donald C. Hart

Dr. Hart is a business and human resources development specialist with extensive experience in Africa, Latin America and the United States. His background in non-formal education and training began as Associate Director for Peace Corps in Niger. After four years at USAID/ Burundi managing the portfolio of export promotion and policy reform projects, Mr. Hart returned to the U.S. as the Private Sector coordinator for Human Resources Development Assistance Project for AMEX. At AMEX he is conducting leading research on the theory and application of impact assessments in human resources development. Dr. Hart holds a Ph.D from the University of Rochester and a B.A. from Dartmouth College. He is bilingual (English and Portuguese) and is fluent in French, Spanish and Italian.

Training Program Evaluation Specialist (Senegal-based): Boubacar Leye

Mr. Leye has extensive experience in designing and managing in-service training for private industry. In addition to his responsibilities teaching at a local management institute, Mr. Leye conducts human resources studies and evaluations both in Senegal and in other African countries. He has designed, implemented and monitored industrial training programs as well as worked in senior financial management positions. Mr. Leye has a graduate degree from the *Ecole Supérieure des Sciences Economiques et Commerciales* in France, and is fluent in French, English and German.

ANNEX D

Documents Reviewed

NOTE: This report is not a project evaluation or training strategy. Preferring to base their findings and recommendations on data produced from participant interviews, the Team members devoted little time to reviewing historic project documents or interviewing USAID and GOS officials. The few documents reviewed are listed below. Aside from meetings held with USAID/Senegal staff, only interviews with returned participants were scheduled. The Team decided not to publish in this report the names of the participants interviewed. Also, to preserve anonymity in the interest of obtaining the most objective answers, questionnaires were numbered and no names recorded.

Action Plan for the Human Resources Development Assistance Project, January 1 – December 31, 1994, USAID/Senegal

Assessment of Program Impact, (for FY1993 and FY1994), USAID/Senegal

Country Program Strategic Plan for Senegal, 1992 – 1997 (February 1991)

Five-Year Country Training Plan, for the Human Resources Development Assistance Project, USAID/Senegal (August 1993)

Gender Action Plan, USAID/Senegal (May 1994)

Human Resources Development Assistance Project Paper, USAID/Washington (1988)

Review of Training Management with Recommendations for Improving Impact Monitoring, Participant Selection and Reporting, Andrew C. Gilboy and Esther Addo, AMEX International (August 1994)

ANNEX E

Text Responses in French to Selected Questions

List of Participant Personal Objectives for Training

REC	SIOUILEQUE	N60
3	s'inspirer du modele d'organisation	americain,et ameliorer mon anglais
4	Decouverte de l'experience amer en m	plan et gestion des RH
5	ameliorer mes connaissances en	audit des entreprises
9	faire un M BA et avoir une experienc	relative au system educatif US
10	connaissances plus approfondies en	gestion financieres
11	faire du droit compare. mieux con-	naitre le system judiciare americain
14	visiter l'un des plus grands pays du	monde et un modele de democratie
15	approfondissement des inst specialis	e a l'arbittrage
16	identifier autant que possible les	raisons de la reussite des instituti
19	qualite des services	.
26	gagner en efficacite et m'ouvrir	des horizons plus larges en pratique
33	Completer ma licence d'economie par	un MBA; form en anglais
43	avoir competence en science	d'education (surtout en sante)
45	j'avais une lacune en economie de	sante
52	.	.
58	.	.
59	changement de metier,diversifier	mes connaissances pour l'obtention a
60	maitrise des techniques nouvelles de	diagnostic des viroses,amelioration
63	me former dans la physiologie des	plantes
69	acquerir connaissances et techniques	pour gerer un des projets du ministe
70	specialiser dans finances interntion	ales pour travailler a la Banque Mon
71	to advance career with an advanced d	egree in linguistics
77	integration de l'analyse economique	dans la gestion des ressources hydra
79	accroitre mes competences en mgt	.
83	Approfondire mes connaissances des	logiciels
86	obtenir un diplome	.
87	faire le Ph.D. en lettres	.
94	AVOIR UNE QUALIFICATION ME PERMETTAN	T DE TROUVER DU TRAVAIL
95	Elever mon niveau du systeme exploi-	tation agricole
96	Me familiariser avec la gestion	informatisee d'un centre de document
101	Pourvoir avance plus rapidement dnas	l'entreprise

Examples of Skills Applied Outside Work
Question No. 88

REC	SIOUILES01	N89
1	.	.
2	negociati	de relations humaines, flexibilite dans menage
3	mise sur	pied d'une petite affaire privee
5	program	d ajustement structurel
8	donnedes	cours prives en finances,marketing & anglais
10	Eval du	projet d'appui aux ONG
11	.	.
12	dans le	classement et l'organisation de mes documents
18	Mgt	d'une association de quartier
19	exercise	de form pour resoudre des problemes dans la famille
20	gestion	d'une equipe de travail;plan des activites scolaires
21	j'appliqu	tourjours ce que appris;la form doit influ la vie
26	.	.
28	elabor	eval des projets dans recherche; freelancing
29	Meuilleur	relations humaines, communication
31	connaiss	ances en gestion me permet de faire des consult priv
32	applicatn	de mes capacite de gestion/leader en assoc football
33	anglais p	pour utilisation en dehors du travail
35	Communica	tion appliques en tant que pres de l'assoc de parent
42	ecoute	beaucoup plus les personnes
43	analyse	des comportements sociaux et leurs causes
44	approche	differente dans resol. pbls / approche d'economiste
45	dans mon	menages, avec les membres de ma famille
47	.	.
51	.	.
53	.	.
55	.	.
56	consultin	g
58	formation	de techniciens du devel dans le dom tech/semences
60	formation	d'etudiants et d'encadreurs
62	formation	des paysans
63	connaissa	nce de l'anglais
64	formation	de groupements et organisations paysannes
66	traducteu	r lors de reunions dans pays francophones
68	aider les	membres famille a mieux s'organis. financierement
72	.	.
73	en toutes	actions sociales et meme au sein de la famille
74	dan le do	maine de l'enseignement
75	created a	cellule enfance/jeunesse/femmes w/ UNICEF
77	.	.
78	consultat	ion en dehors du Senegal
79	.	.
80	.	.
81	.	.
84	technique	de communication
87	traducteu	r free-lance
88	CONSULTAT	ION, CONSEILLER DANS LE QUARTIER
91	A LA MAIS	ON: MAINTENANCE DU MATERIEL PROPRES
92	CONSULTAT	IONS EN PROGRAMMES DE FORMATION
93	COUR A L'	UNIVERSITE . . .
94	.	.

63

Examples of Skills Applied Outside Work
Question No. 88

REC	SIOUILES01	N89
1	.	.
2	negociati	de relations humaines, flexibilite dans menage
3	mise sur	pied d'une petite affaire privee
5	program	d ajustement structurel
8	donnedes	cours prives en finances,marketing & anglais
10	Eval du	projet d'appui aux ONG
11	.	.
12	dans le	classement et l'organisation de mes documents
18	Mgt	d'une association de quartier
19	exercise	de form pour resoudre des problemes dans la famille
20	gestion	d'une equipe de travail;plan des activites scolaires
21	j'appliqu	tourjours ce que appris;la form doit influ la vie
26	.	.
28	elabor	eval des projets dans recherche; freelancing
29	Meuilleur	relations humaines, communication
31	connaiss	ances en gestion me permet de faire des consult priv
32	applicatn	de mes capacite de gestion/leader en assoc football
33	anglais p	pour utilisation en dehors du travail
35	Communica	tion appliques en tant que pres de l'assoc de parent
42	ecoute	beaucoup plus les personnes
43	analyse	des comportements sociaux et leurs causes
44	approche	differente dans resol. pbls / approche d'economiste
45	dans mon	menages, avec les membres de ma famille
47	.	.
51	.	.
53	.	.
55	.	.
56	consultin	g
58	formation	de techniciens du devel dans le dom tech/semences
60	formation	d'etudiants et d'encadreurs
62	formation	des paysans
63	connaissa	nce de l'anglais
64	formation	de groupements et organisations paysannes
66	traducteu	r lors de reunions dans pays francophones
68	aider les	membres famille a mieux s'organis. financierement
72	.	.
73	en toutes	actions sociales et meme au sein de la famille
74	dan le do	maine de l'enseignement
75	created a	cellule enfance/jeunesse/femmes w/ UNICEF
77	.	.
78	consultat	ion en dehors du Senegal
79	.	.
80	.	.
81	.	.
84	technique	de communication
87	traducteu	r free-lance
88	CONSULTAT	ION, CONSEILLER DANS LE QUARTIER
91	A LA MAIS	ON: MAINTENANCE DU MATERIEL PROPRES
92	CONSULTAT	IONS EN PROGRAMMES DE FORMATION
93	COUR A L'	UNIVERSITE . . .
94	.	.

24

Examples of Skills Applied Outside Work
Question No. 88

REC	SIOUILES01	N89
97	Formation	des cadres de la sous-region
99	Animation	des seminaires au sen et ailleurs sur conserv d sols
101	Consult-	ations externes; enseigner dans inst de formation
102	Can plan	my life better;use time much better
104	Applica-	tion of skills for a personal project underway
105	Eng skill	provides access to scient info;family organ improved
106	Trng help	ed me manage pilot applied res.program,now an NGO

Examples of Changes Noted about the Role of Women
Ouestion No. 90

REC	SIOUICOMME	
2	mielleur prise en compte des apt	et capacites des femmes
3	en multipliant initiatives privees	et en alliant travail et affaires pers
5	place de la femme aux u.s montre	que femmes contrib. comme hommes au de
7	ocnfirme l'opinion qu'elles ont l'	esprit d'entreprise et gestion plus de
8	constater la discrimination au tra	vail;role au foyer et dans societe dif
10	Femmes sont appeles a occuper les	memes fonctions que des hommes
15	.	.
16	.	.
19	plus de liberte de parler des suj	ets (sexualite) avec enfants
21	expose a la recherche qui demontra	it l'import de la femme
22	meilleure apprec de la femme dans	le dev, et la sous-utilis de leurs cap
23	Elle joue un role fondamentale	.
24	.	.
28	a travers beaucoup d'information	acquise, appris nouveaux strategies po
29	.	.
31	went from a conservative to some-	one committed to improving women's rol
32	j'ai responsibilise mon epouse apr	retour dans la gestion du budget famil
42	.	.
43	femme peut exercer les memes	professions que homme
44	com(*)	.
45	aux usa le merite est plus	important que la question homme/femme
47	.	.
48	.	.
50	.	.
51	.	.
56	.	.
57	.	.
61	.	.
62	j'ai pu causer avec les femmes en	leur presentant la vie des autres femm
64	par la comprehension que la femme	est aussi un outil de devel.au meme ti
66	je vois que la femme est integree	dans tous domaines activites/il faut d
74	.	.
75	.	.
79	.	.
81	.	.
85	meuilleure comprehension que les	femmes doivent etre impliquees dans le
86	ouverture a l'egalite	.
90	.	.
103	Realized US women more integrated	into economic processes
105	Saw women working accord to skills	& merit;we must give women more respon

ANNEX F
The Questionnaire

ANNEX G

Guide to Questionnaire and English Translation

Question No.	EPInfo Code	Text
2.	SEXE	Gender
3.	PUBLIC	Type of Organization: Public
4.	MINISTERE	Name of Ministry:
5.	PARAPUBL	State–Owned Enterprise (parastatal)
6.	AGENCEINT	International Agency
7.	PRIVENON	For Profit Organization
8.	AUTRE	Other
9.	PRIVENON	Not–for–Profit Organization
10.	AGRICULTUR	Agriculture
11.	N10SANTE	Health
12.	N11FINANCE	Finance/Banking
13.	PLANCOOP	Plan & Cooperation
14.	N13EDUCATI	Education
15.	N14INDUSTR	Industry
16.	ENVIRONMEN	Environment
17.	N16SERVICE	Services
18.	N17COMMERC	Commerce
19.	TELECOMMED	Telecommunication/ Media
20.	N19TRANSPT	Transport/ TP
21.	N20ASSURAN	Insurance
22.	OTHERS	Others

ANNEX G

Guide to Questionnaire and English Translation

Question No.	EPInfo Code	Text
2.	SEXE	Gender
3.	PUBLIC	Type of Organization: Public
4.	MINISTERE	Name of Ministry:
5.	PARAPUBL	State-Owned Enterprise (parastatal)
6.	AGENCEINT	International Agency
7.	PRIVENON	For Profit Organization
8.	AUTRE	Other
9.	PRIVENON	Not-for-Profit Organization
10.	AGRICULTUR	Agriculture
11.	N10SANTE	Health
12.	N11FINANCE	Finance/Banking
13.	PLANCOOP	Plan & Cooperation
14.	N13EDUCATI	Education
15.	N14INDUSTR	Industry
16.	ENVIRONMEN	Environment
17.	N16SERVICE	Services
18.	N17COMMERC	Commerce
19.	TELECOMMED	Telecommunication/ Media
20.	N19TRANSPT	Transport/ TP
21.	N20ASSURAN	Insurance
22.	OTHERS	Others

For those working in the private sector

The number of employees in your firm where you worked at the time of departure for training:

23.	NOMBRE110	1–10
24.	N1150	11–50
25.	N51	51 & over

Your Position:

26.	POSTEDIRIG	Owner/Manager
27.	CADRESSUP	Senior Manager
28.	OTHERS01	Other

29.	PARTIFORM	In what year did you depart for training?
		Your training took place in :
30.	LIEUETATS	the United States
31.	AFRIQUE	Africa
32.	AILLEURS	Somewhere else
33.	DUREE	How long did the training funded by USAID last?
34.	DIPLOME	Did you receive a diploma?
		If yes would you indicate which one:
35.	MBA	MBA
36.	MPH	MPH
37.	MASTERS	Masters (others)
38.	PHD	Phd
39.	AUTRES	Others
		If the training was short term, indicate the type of training:
40.	SEMINAIRES	Seminars
41.	VOYAGE	Observational training
42.	CONFCOLLOQ	Conferences/Colloque/Symposia
43.	STAGE	Internship
44.	DOMAIN	In what field/specialty did you receive your training? (ex. Agricultural Economics, Public Health, Management)
		To what degree were you involved in the choice of your training program?:
45.	DEGREPART	I identified the program myself

46.	PROPOSE	I was proposed by another
		Who selected you?
47.	SELUSAID	USAID
48.	INSTITUT	My institution
49.	OTHERS03	Others
50.	COMITESEL	Did your training request pass before a selection committee?
51.	EVALBESOIN	Was the training linked to a needs assessment of your organization?
52.	OBJECTEXPL	Was an explicit objective defined for your program?
		If yes by whom:
53.	SIOUIUAID	USAID
54.	INSTITUT01	My institution
55.	MOIMEME	Myself
56.	QUELOBJECT	What was this objective?
57.	CORRESPBES	Do you think that this objective corresponded to the real needs of your organization?
58.	OBJECTPERS	If there was no stated objective, did you have a personal objective?
59.	SIOUILEQUE	If yes, which one?
		During training, was there any follow-up regarding the content or the arrangements of your program by USAID or your employer?
60.	SUIVIUAID	Yes / No
61.	EMPLOYEUR	Yes / No
62.	REINSERE	Were you integrated back [into your institution] after the training?
63.	EMPLOYMEME	Are you still employed by the same organization?
64.	ANNEESTRAV	If not, how many years did you work there after your return to Senegal?
		What was the degree of interest shown by your employer upon your return from training?
65.	DEGREFORT	Strong
66.	MOYEN	Moderate
67.	WEAK	Weak

93.	CONTACTSDA	During your training, did you make any business contacts in the United States?
94.	CONTACTSON	Did these contacts result in any agreements, contracts, etc.?
95.	IMPORTEDES	After making these contacts during your training, did you import any products from the United States?

(Thank you for your cooperation)

ANNEX H

List of Projects Funding Participants

PROJECT NUMBER	PROJECT TITLE	DIV. CODE	TYPE SCOPE	PROJECT OFFICER	AUTH DATE PACDATE	LOP AMOUNT TRAINING BUDGET	ACCT CODE
000-9999.99	TCP PARTICIPANTS - 1992	PDO	GRANT	M. DIARRA	10/01/91	$0	AR
					10/30/92	$0	
625-0012.00	GAMBIA RIVER BASIN DEVELOPMENT	IWM	GRANT	G HAYCOCK	06/03/81	$0	SS
			REGIONAL		09/30/89	$0	
625-0621.00	PLANNING & POLICY DEVELOPMENT	PDO	GRANT	IQBAL QAZI	07/19/85	$10,300,000	SH
			REGIONAL		12/31/93	$0	
625-0917.00	SAHEL WATER DATA MANAGEMENT I	IWM	GRANT	G HAYCOCK	01/01/76	$0	SS
			REGIONAL		09/30/85	$0	
625-0928.10	REGIONAL FOOD CROP PROTECTION	ADO	GRANT		01/01/78	$0	SS
			REGIONAL		12/31/86	$0	
625-0929.85	PLANNING, MGMT & RESEARCH	PRM	GRANT	M BEYE	08/29/83	$0	SS
			REGIONAL		09/30/89	$0	
625-0936.07	SAHEL MANPOWER DEVELOPMENT. I	PDO	GRANT	O. NDAO	01/01/79	$0	SH
			REGIONAL		09/30/85	$0.	
625-0940.00	SAHEL WATER DATA MANAGEMENT II	IWM	GRANT	G HAYCOCK	01/01/82	$0	SS
			REGIONAL		08/31/88	$0	
625-0958.00	OMVS GROUNDWATER MONITORING	IWM	GRANT	W. EGAN	08/30/83	$0	SH
			REGIONAL		12/31/89	$0	
625-0960.85	SAHEL MANPOWER DEVELOPMENT II	PDO	GRANT	O. NDAO	01/01/83	$0	SH
			REGIONAL		09/30/88	$0	
625-0977.85	SAHEL HUMAN RES. DEV. III	PDO	GRANT	O. NDAO	08/22/86	$0	SH
			REGIONAL		06/30/93	$0	
683-9999.00	NIGER PARTICIPANTS	PDO	GRANT	M. DIARRA	01/01/85	$0	SH
			REGIONAL		01/01/99	$0	
685-0202.00	RANGE AND LIVESTOCK	ADO	GRANT		02/26/75	$0	SS
			BILATERAL		02/25/85	$0	
685-0205.00	CASAMANCE REGIONAL DEVELOPMENT	ADO	GRANT	MCALLISTER	06/29/78	$0	SH
			BILATERAL		12/22/85	$0	
685-0208.00	BAKEL SMALL IRRIG. PERIMETERS	ADO	GRANT		06/10/77	$0	SS
			BILATERAL		12/31/85	$0	
685-0210.00	RURAL HEALTH I	HPN	GRANT	P. DAILEY	08/22/77	$0	SS
			BILATERAL		03/31/84	$0	
685-0218.00	SAED TRAINING	ADO	GRANT		06/29/78	$0	SS
			BILATERAL		03/31/86	$0	
685-0219.00	FUELWOOD PRODUCTION	ADO	GRANT	DABY DIALLO	05/21/79	$0	SS
			BILATERAL		12/31/84	$0	
685-0223.00	AGR. RESEARCH & PLANNING	ADO	GRANT	M. DIOP	06/05/81	$0	SH
			BILATERAL		12/31/87	$0	

PROJECT NUMBER	PROJECT TITLE	DIV. CODE	TYPE SCOPE	PROJECT OFFICER	AUTH DATE PACDATE	LOP AMOUNT TRAINING BUDGET	ACCT CODE
685-0235.00	CEREALS PRODUCTION II	ADO	GRANT BILATERAL	DABY DIALLO	12/31/79 06/30/88	$0 $0	SS
685-0242.00	RURAL HEALTH SERVICES II	HPN	GRANT BILATERAL	FATMATA HANE	04/12/84 03/31/93	$11,750,000 $0	SH
685-0248.00	FAMILY HEALTH & POPULATION	HPN	GRANT BILATERAL	MASSAER GUEYE	07/31/85 03/31/93	$29,470,000 $0	SH
685-0256.00	RURAL MANAGEMENT TRAINING	ADO	GRANT BILATERAL	D. DIALLO	08/18/82 12/31/87	$0 $0	SH
685-0260.00	COMMUNITY ENTERPRISE DEVELOP.	PDO	GRANT BILATERAL	AMADOU LY	01/04/84 12/31/93	$15,229,000 $0	SH
685-0269.00	AGR. PRODUCTION SUPPORT	ADO	GRANT BILATERAL	D. WATTS	01/02/87 12/30/91	$0 $0	SH
685-0280.00	IRRIGATION & WATER MANAGEMENT	IWM	GRANT BILATERAL	M. NDAW	08/30/85 09/30/90	$0 $0	SH
685-0281.00	TRANSFER OF TECHNOLOGY	PDO	GRANT BILATERAL	AMADOU LY	07/31/85 09/30/93	$9,963,000 $0	SH
685-0283.00	REFORESTATION & SOIL CONSERV.	ADO	GRANT BILATERAL	PHIL JONES	08/22/86 09/30/94	$17,175,000 $1,596,102	SH
685-0284.00	PVO/NGO SUPPORT	PDO	GRANT BILATERAL	ABDOULAYE NDIAY	06/22/90 06/30/98	$16,500,000 $0	SH
685-0285.00	COMMUN. BASED NAT. RES - CBNR	HPN	GRANT BILATERAL	MAWA DIOP	07/31/91 07/31/98	$23,250,000 $0	SH
685-0286.00	CHILD SURVIVAL/FAMILY PLANNING	HPN	GRANT BILATERAL	LINDA LANKENAU	06/17/92 06/30/98	$32,850,000 $0	SH
685-0291.00	SENEGAL AEPRP	PRM	GRANT BILATERAL	RICHARD GREENE	08/22/86 09/30/93	$0 $0	SH
685-0292.00	SENEGAL AEPRP-II	PRM	GRANT BILATERAL	COLETTE COMEY	01/19/90 01/19/95	$35,000,000 $0	SH
685-0293.00	ECON. SUPPORT FUNDS - ESF VII	PRM	GRANT BILATERAL	COLETTE COMEY	09/30/89 03/30/94	$20,000,000 $0	SH
685-0294.00	PROJECT DESIGN AND SUPPORT PDS	PRM	GRANT BILATERAL	MASSAR BEYE	06/10/89 06/11/93	$5,000,000 $0	SH
685-0295.00	SOUTHERN ZONE WATER MANAGEMENT	PDO	GRANT BILATERAL	IQBAL QAZI	08/22/88 06/30/96	$20,700,000 $0	SH
685-0302.00	AFRICARE	ADO	GRANT BILATERAL	FRANCOIS FAYE	09/25/92 09/24/97	$8,000,000 $0	SH
685-0517.00	EMERGENCY LOCUST ASSISTANCE	ADO	GRANT BILATERAL	JAMES BONNER	06/30/86 06/30/90	$0 $0	SH

PROJECT NUMBER	PROJECT TITLE	DIV. CODE	TYPE SCOPE	PROJECT OFFICER	AUTH DATE PACDATE	LOP AMOUNT TRAINING BUDGET	ACCT CODE
685-0957.00	SENEGAL AGRICULTURAL RESEARCH	ADO	GRANT BILATERAL	M. DIOP	08/31/84 06/30/92	$0 $0	SH
685-9999.00	JHPIEGO COURSES	HPN	GRANT	LINDA LANKENAU	01/01/89 12/31/92	$12,345 $0	PH
698-0384.00	AFRICAN MANPOWER DEVELOPMENT	PDO	GRANT CENTRAL		01/01/76 09/30/85	$0 $0	SS
698-0455.00	AFGRAD	PDO	GRANT CENTRAL	OUSMANE NDAO	09/30/87 09/30/94	$0 $0	SH
698-0463.85	HUMAN RESOURCES DEVP. ASST.	PDO	GRANT CENTRAL	MAMADOU DIARRA	06/10/88 09/30/97	$10,000,000 $0	SH
698-0475.00	ATLAS	PDO	GRANT CENTRAL	OUSMANE NDAO	12/01/91 09/30/95	$58,500,000 $58,500,000	SH
698-0480.00	USTTI	PDO	GRANT CENTRAL	OUSMANE NDAO	01/01/87 09/30/95	$0 $0	SH
698-0517.85	EMERGENCY LOCUST ASSISTANCE	ADO	GRANT CENTRAL	JAMES BONNER	01/01/88 06/30/90	$0 $0	SH
936-4048.00	PEANUT CRSP PROJECT	ADO	GRANT	DAVID DELGADO	01/01/88 12/31/92	$0 $0	FN
999-9999.00	AID/W & RHUDO PROJECTS	AID	GRANT REGIONAL		01/01/80 12/31/94	$0 $0	SS

EVALUATION DE L'IMPACT DE LA FORMATION FINANCEE PAR L'USAID AU SENEGAL

Questionnaire individuel

(Temps estimé pour compléter ce questionnaire: 20 minutes)

NB: Si vous avez bénéficié de plus d'une formation à l'étranger financée par l'USAID, veuillez répondre en fonction d'une seule.

Date de l'interview_____ **Nom de l'enquêteur**_____(1) ID____

Données sur l'individu

Sexe M_____ F_____ (2)

Données sur l'emploi avant le départ en formation.

Genre de l'organisation

[ ] Public (3)
Indiquer le nom du service et du ministère:_____ (4)

[ ] Para-public (5) [ ] Agence Internationale (6)
[ ] Privé à but lucratif (7) [ ] Autre: _____ (8)
[ ] Privé à but non-lucratif (9

Secteur:

[ ] Agriculture (10) [ ] Santé (11) [ ] Finance/Banque (12)
[ ] Plan & Coopération (13) [ ] Education(14) [ ] Industrie (15)
[ ] Environnement (16) [ ] Services (17) [ ] Commerce (18)
[ ] Télécommunication/Médias (19) [ ] Transport/TP (20) [ ] Assurance (21)
Autres _____ (22)

Pour ceux qui travaillaient dans le privé

Nombre d'employés dans l'entreprise où vous travailliez lors du départ en formation:

[ ] 1 à 10 (23)
[ ] 11 à 50 (24)
[ ] 51 et plus (25)

Votre poste:

[ ] dirigeant-proprietaire (26)
[ ] cadres supérieur (27)
[ ] autres_____ (28)

Données sur la formation

En quelle année êtes-vous parti en formation _____ (29)

Votre formation a-t-elle eu lieu ...
aux Etats Unis? [ ] (30)
en Afrique? [ ] (31)
ailleurs? [ ] _____ (32)

Combien de temps a duré votre formation financée par l'USAID?

_____ (mois ou ans) (33)

La formation a-t-elle été sanctionnée par un diplôme?

[ ]Oui [ ]Non (34)

Si oui, veuillez indiquer le(s)quel(s)

[ ] MBA (35)
[ ] MPH (36)
[ ] Masters (autres) (37)
[ ] PhD (38)
[ ] Autres: (39)

Si la formation a été de courte durée, indiquer le type principal de formation:

[ ] Séminaires (40)
[ ] Voyage d'études (41)
[ ] Conférences/Colloques/Symposiums (42)
[ ] Stage en entreprise (43)

Dans quel(le) domaine/spécialité avez-vous fait votre formation? (ex. Agro-économie, Santé Publique, Management)

_____ (44)

_____

Données sur la sélection et l'objectif de la formation

Veuillez indiquer le degré de votre participation dans le choix du programme de formation:

[ ] J'ai identifié le programme moi-même (45)
[ ] J'ai été proposé par un autre (46)

Qui vous a sélectionné(e)?

[ ] l'USAID (47)
[ ] mon institution (48)
[ ] autres _____ (49)

Votre demande de formation est-elle passée par un comité de sélection?

[ ]Oui [ ]Non (50)

La formation a-t-elle été liée à une évaluation des besoins de votre organisation?

[ ]Oui [ ]Non (51)

Un objectif explicite a-t-il été défini pour votre programme?

[ ]Oui [ ]Non (52)

Si oui, par qui:

[ ] l'USAID (53)
[ ] mon institution (54)
[ ] moi-même (55)

Quel était cet objectif?

_____ (56)

_____

Pensez-vous que cet objectif correspondait à un besoin réel de votre organisation?

[ ]Oui [ ]Non (57)

En l'absence d'un objectif défini, aviez-vous vous-même un objectif personnel?

[ ]Oui [ ]No (58)

Si oui, lequel? _____ (59)

_____

Données sur le suivi et l'impact

En cours de formation, le contenu et le déroulement ont-ils fait l'objet de suivi de la part de:

l'USAID? [ ]Oui [ ]Non (60)
votre employeur? [ ]Oui [ ]Non (61)

Avez-vous été réinséré à votre retour de la formation?

[ ]Oui [ ]Non (62)

Etes-vous toujours employé par cette même organisation?

[ ]Oui [ ]Non (63)

Si non, combien d'années y avez-vous travaillé après être rentré au Sénégal?

_____ ans (64)

Quel était le degré d'intérêt manifesté par votre employeur à votre retour de la formation?

[ ] fort (65)
[ ] moyen (66)
[ ] faible. (67)

Quelle est votre appréciation du programme de formation?

[ ] très satisfaisant (68)
[ ] moyen (69)
[ ] insuffisant (70)

Le programme de formation a-t-il repondu à l'objectif défini?

[ ]Oui [ ]Non (71)

Avez-vous acquis des connaissances utiles pour votre travail?

[ ]Oui [ ]Non (72)

Si oui, lesquelles? _____ (73)

_____

79

Avez-vous appliqué ces connaissances dans votre travail?

[ ]Oui [ ]Non (74)

Si non, pourquoi? (cocher autant que nécessaire)

[ ] Mauvaise gestion des ressources humaines (75)
[ ] Indifférence des supérieurs hiérarchiques (76)
[ ] Ingérences extérieures (77)
[ ] Faiblesse dans la communication (78)

Autres:

1. _____ (79)

2. _____ (80)

3. _____ (81)

Est-ce que vos collègues de service, ou d'autres personnes, ont bénéficié de votre formation?

[ ]Oui [ ]Non (82)

Votre formation a-t-elle eu un effet sur votre performance?

[ ]Oui [ ]Non (83)

Si oui, citez un exemple:

_____ (84)

Si vous n'avez pas appliqué les connaissances acquises lors de la formation, sautez la question suivante

En ce qui concerne l'efficacité de votre organisation, la formation a-t-elle produit des effets positifs?

[ ]Oui [ ]Non (85)

Si oui, lesquels?

_____ (86)

_____